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MALAYAN UNION

Gt. Brit. Colonial Office.

Annual Report on the Malayan Union for 1946-47

April to December

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FOREWORD.

The Malayan Union comprises the Settlements of Penang and Malacca and the Malay States of Perak, Selangor, Negri Sembilan, Pahang, Kelantan, Johore, Trengganu, Kedah and Perlis. The Settlements of Penang and Malacca were, before the war, part of the Crown Colony of the Straits Settlements established in 1867. The Malay States of Perak, Selangor, Negri Sembilan and Pahang came under British protection between the years 1874 and 1887 and were federated in 1895. The remaining States came under British protection between the years 1885 and 1909. The Governor of the Colony of the Straits Settlements was also High Commissioner for the Malay States.

The Japanese invaded Malaya on 8th December, 1941, and the campaign ended on 15th February, 1942, with the fall of Singapore. For three and a half years Malaya was occupied by Japanese Forces, during which time the great majority of Government servants were either interned or suffered the rigours of occupation.

On the eve of the campaign for the re-conquest of Malaya, the Japanese Government surrendered unconditionally. Before the British occupation forces arrived in Malaya, there was a period of three to four weeks, during which their control was relaxed. A Military Administration was established under the command of the Supreme Allied Commander, South East Asia, and this Administration remained in charge until the re-establishment of Civil Government on 1st April, 1946. This report deals with the period of nine months after the re-establishment of Civil Government. A more detailed history of the States and Settlements of the Malayan Union appears in Chapter II (Part II).

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ANNUAL REPORT ON THE MALAYAN UNION FOR 1946.

PART I.

CHAPTER I.

POPULATION.

1. The territory comprising the Malayan Union constitutes an area of approximately 50,850 square miles and is part of the southernmost extension of the continent of Asia. The Peninsula is divided by mountain ranges the principal trend of which is North and South. The centre of the Peninsula is a series of parallel ridges separated by strips of low country while to the East and West of the outside ranges are the coastal plains which are mainly alluvial and in the South a region of low land. Approximately 80 per cent. of the whole area remains under primeval jungle, mountain, or swamp, 14 per cent. under rubber, 2.4 per cent. under padi and 2.1 per cent. under coconuts and oil palms.

2. The last census of Malaya was taken in 1931 and the population of the territory comprising the Union was returned at 3,876,262 but by mid-1941 the population, based on figures of births, deaths and migration since 1931, was estimated to be 4,739,515. During the Japanese occupation the military authorities took eight censuses, none of which can be regarded as complete. Until the figures of the census which it is proposed to take in 1947 are published it will not be possible to present a true picture but the best available estimate places the population of the Union at the end of 1946 at around 5,250,000, giving a mean density of approximately 103 to the square mile. The density of the population is not even throughout the territory and, broadly speaking, five main classifications can be made:

(1) Urban with a density of several thousand to the square mile.

(2) Continuous mining area with a density approximating to 700 to the square mile.

(3) Continuous areas of small holding with a density similar to (2).

(4) Estates and discontinuous small holdings with a density approximating to 180 to the square mile.

(5) Virgin forest and swamp with a negligible population.

3. Of the 1941 population of 4,739,515, 2,200,121 or 46 per cent. were Malaysians, 1,778,331 or 37 per cent. were Chinese, 684,364 or 14 per cent. were Indians while the balance of 3 per cent. was made up of 16,781 Europeans, 11,000 Eurasians and 48,910 others. The main groups of the population were not evenly distributed throughout the territory. In Penang, Perak, Selangor, Negri Sembilan and Johore the Chinese population was the largest while in Malacca, Pahang, Kedah, Kelantan, Trengganu and Perlis the Malaysian population was dominant.

IMMIGRATION.

4. In September, 1946, 3,500 Javanese imported by the Japanese, were repatriated to the N.E.I. Over 20,000 labourers

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mostly Tamil were repatriated to the Malayan Union from Burma and Siam. Two thousand five hundred Malayan evacuees were brought back from India at Government expense. Of 500 Malays who had been stranded while making the pilgrimage to Mecca before and during the war, 400 had returned home by the end of the year.

5. There has, not unnaturally, been a great desire on the part of all nationalities who have made their homes temporarily in this country and who have been prevented from re-visiting their motherlands, to seek passages thither as soon as shipping facilities permitted. During the year, 10,944 passages were allotted to India, 2,880 to Ceylon and 6,508 to Hongkong and China.

6. The entry of aliens into the Malayan Union was formerly controlled, and a limit was imposed on the number of aliens permitted to land. Since the re-occupation, entry into the Malayan Union has been governed by individual permits.

7. Permits were issued to 2,477 Chinese to enter from Hongkong and China, of whom 1,791 were old residents. Together with this figure must be read that of 1,747 Chinese, all former residents of this country, who were repatriated by UNNRA ships from China.

8. Four thousand two hundred and thirty-eight permits were issued to Indians to enter from India of whom 3,742 were former residents. Two hundred permits were issued to Ceylonese, of whom 169 were former residents.

9. Throughout the year there has been frequent passage to and fro of Chinese and Indonesians from Sumatra but not to a number exceeding 2,000.

10. Control of immigration across the northern land frontiers of the Union is a very difficult matter having regard to the wild terrain but statistics would show that a steady balance has been maintained in respect of the principal alien traffic at those points on the railway and on the roads where a reasonably efficient control can be maintained, involving approximately 17,000 Chinese and 4,000 Siamese travellers.

Chapter II.

OCCUPATIONS, WAGES, LABOUR ORGANISATION TRADE UNIONS.

11. The latest industrial classification of the population is for 1931. Out of a total employed population in the Union of 1,729,290, 64.8 per cent. were engaged in agriculture, 8.6 per cent. in commerce and finance (the bulk in wholesale and retail trading) 7 per cent. in various forms of manufacture, 5.3 per cent. in mining, 3 per cent. in fishing, 1.3 per cent. in public administration, 1.3 per cent. in the professions, 5 per cent. in personal service and the balance in miscellaneous pursuits. It is difficult to break down the agricultural population into the various categories as one of the outstanding features of Malayan conditions is the low level of organisation in many industries and the multiplicity of occupations followed by a single individual.

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Thus a Malay peasant may plant padi, grow coconuts, vegetables and fruit trees, fish and tap rubber in the off-padi season. It is therefore inevitable that there should be a substantial miscellaneous group which it is impossible to put into any clearly defined category. The 1931 census showed that of a total agricultural population of 1,120,183, 45 per cent. were engaged in the production of rubber, 35 per cent. in the cultivation of padi and the balance in growing coconuts, oil palm plantations, market gardening, stock and poultry rearing, forestry and miscellaneous pursuits.

12. In July, 1946, all known employers of 25 or more labourers were requested to supply a statement showing, *inter alia*, the number of labourers employed in December, 1941, and June, 1946. The figures received are estimated to be about 80 per cent. complete and the percentages can probably be regarded as representative of the country as a whole. Comparison of the 1941 and 1946 figures shows that the greatest fall in employment has taken place in the Indian male labouring population the drop being about 40 per cent. as against 27 per cent. of male Malays. The adult female employed population shows a decrease in the case of Chinese and Indians and an increase in the case of Javanese and Malays. The number of children employed has risen in every nationality. The changes of the employed labour force by industry, as given by the return, is summarised in the table below:

Industry.	1941.	1946.	% change between 2 periods.
Estates ...	... 300,104	... 218,841	... −27%
Govt. Depts.	... 33,441	... 32,654	... − 2%
Mines ...	... 29,120	... 16,008	... −45%
Factories ...	... 6,701	... 7,448	... +11%

13. These figures show that the biggest decrease in employment has taken place in the mining industry followed by the estates while the population engaged in factory production has increased by 11 per cent. This table does not, of course, mean that the population formerly engaged in the various industries has disappeared during the Japanese regime. The potential rubber and tin production of the South East Asia territories was well in excess of Japanese requirements and output was sharply curtailed from the immediate pre-invasion level. Some of the surplus labour in these industries was removed for the building of the Bangkok-Moulmein railway but a lot of it drifted to the towns to take up occupations such as trishaw-men or hawkers, the latter proving to be a lucrative business as the result of shortage of goods and the inflation of the Japanese currency, while others grew foodstuffs such as tapioca, sweet potatoes, ragi and vegetables. The increase in the factory workers was due to the setting up of small local industries to produce substitutes for several articles which could no longer be imported.

COST OF LIVING.

14. One of the most important single factors affecting the economy of the country since the liberation has been the shortage of rice. The importance of rice to the peoples of Asia is greater than the importance of wheat in Western countries for the

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inhabitants of the latter enjoy a more varied diet in which bread, although it plays an important part, is not predominant to the same extent as rice to the Asiatic. In Malaya rice is the staple food of all but a small fraction of people. In normal times the peasantry and labourers subsist almost entirely on rice flavoured with a few spices and with a little fish or meat added. Upward in the social scale the diet is more varied but even among the majority of well-to-do Asiatics rice still forms the bulk of the food eaten. The entire Malayan production of rice is consumed locally and in addition it was necessary before the war to import large quantities to satisfy the need of the country. From 1931 to 1939 the increase which took place in production was counterbalanced by an increase in consumption so that prior to the occupation Malaya was only producing some 34 per cent. of her basic foodstuff. By 1946 the natural increase in population had expanded Malaya's demand for rice but local production during the year was estimated to be only 66 per cent. of the 1939 figure with the result that the country's degree of self-sufficiency at pre-war *per capita* rates of consumption fell to some 20 per cent. of rice requirements. Imports of rice for the year were approximately 23 per cent. of requirements so that only 43 per cent. of the estimated amount of rice needed to maintain the pre-war level of consumption was available. It is difficult to change the habits of a rice-eating people and even if a substitute such as flour had been supplied to bridge the gap it would not have been easy to induce the people to accept it fully instead of rice. With supplies of flour during the year also inadequate, the food situation was acute. It was found impossible to eliminate from wage discussions the factor of the inadequacy of the official rations and the price of black market rice. Labour unrest was widespread, and the need to settle and prevent strikes involved the administration and industry in having to make concessions in monetary wages which, with the very tight supply position in essential commodities, resulted in an upward pressure on the price level. Among the unskilled and semi-skilled workers monetary wages have increased from 125 per cent. to 200 per cent. and more of the pre-occupation levels but even so the real wage is below that earned in 1941. Thus the cost of production of basic export commodities has increased well beyond the 1941 figure without labour deriving any corresponding advantage. The effect on the economy of the country of this shortage of rice and inflation of money wages may be far-reaching, especially with a young and headstrong labour movement.

15. Generally speaking, wage earners endeavoured throughout the year to reach their pre-war level of consumption which included approximately six gantangs of rice per head. The pre-war budget for an Indian labourer cost in December, 1939, approximately $7. Assuming the deficiency in the official ration was made good by purchasers in the black market the same budget in December, 1946, cost approximately $60. It proved virtually impossible to convince wage-earners that as the supply position had changed so radically the pre-war budget was not really relevant to wage discussions in 1946 and that the comparison drawn above only showed what it costs to maintain a given mode of living and not what it costs to live.

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16. In the middle of the year the United Planters Association of Malaya recommended that members should pay Southern Indian labourers engaged on field work at the following rates:

	Men. cts.	Women. cts.	Children.* cts.
Basic Rate	70	55	40
Cost of Living Allowance	40	40	20
Total ...	$1.10	95	60

17. It was also suggested that piece work tappers' rates should be adjusted to give average earnings of $1.30 a day and food supplies at cost and not subsidised. By August the payment of a bonus in addition to these rates had become fairly general, yielding on the average an extra 20 cents a day.

18. Wages during September remained stable with an increasing tendency to place Indian tappers on piece rates in some areas enabling them to earn up to $2 a day. Wage rates for the last quarters of the year remained fairly stable, although there was an increasing tendency to reduce the amount of overtime offered. Chinese wages rose in sympathy with the increases granted to Indian labour in June. In September piece work tappers on a Kedah estate were reported as earning between $2.70 and $4.50 a day while on most of the bigger estates in Negri Sembilan piece rates worked out from $2.60 to $3 per day.

19. As on rubber estates, there has been little collective action amongst tin mine workers for increased wages. Instances have occurred of demands for increases but have often been due to the fact that wages on a particular mine were lower than those on adjoining property. In June, European mines not yet in production were paying 1941 wage rates plus 30 per cent. cost of living which had also been paid in 1941 for a six-hour working day. At the end of June European mining interests decided to pay the following rates:

20. Unskilled labour: basic wage up to $1 a day plus 40 cents a day bonus plus 10 per cent. of the basic wage plus a 20 cents a day bonus subject to a maximum increase over existing wages of 45 cents a day.

21. Unskilled labour: basic wage of more than $1 a day to be increased by 15 per cent. To the new basic rate was added 40 cents a day plus 10 per cent; for monthly paid workers $10 a month, plus an additional bonus of 20 cents a day and $10 a month, respectively.

22. European mines followed the Government example of increasing cost of living on the 1st August and 1st December by successive increases of 10 per cent. of the basic wage.

23. Towards the end of the year wages in some industries were showing some signs of falling due to trade conditions, although between June and October continual pressure was brought to bear on owners to increase wage rates. From November to the end of the year it became apparent that in such

* Minimum age and nature of employment is governed by the Labour Code.

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industries as potteries, shoe factories, rubber factories and in some of the small foundries and engineering firms, wages had been forced up so high that it was not economical to continue. Thirteen out of fifteen potteries were closed by October and sawyers in Negri Sembilan accepted by the end of the year a wage cut of 12½ per cent. due to a fall in prices which caused several contractors to close down.

24. The general trend of wage increases as compared with the pre-war scales among artisans may be appreciated when it is observed that the engineering trade was paying $5.50 a day where it used to pay $2.50; bakers and potters are receiving $170 per mensem where they used to receive a maximum of $45. Women strippers in the rubber godowns are earning up to $1.20 a day as against 50 cents a day, while shoe factory machine hands who pre-war earned an average of $1 a day can now obtain a wage of $6 a day. Trained sawmillers who commanded $80 per month pre-war can now earn $180 per month.

25. Labour in the Malayan Collieries at Batu Arang has been unsettled during the period under review. There have been continual grievances, disputes, negotiations and two short strikes. This is the only coal mine in Malaya and its production is essential for serving the railways, Government Departments and the tin mining industry. Before the war the mine population was about eleven thousand of whom 5,000 were employed in the collieries. Owing to the destruction of machinery, flooding of the mines and other ravages attributable to the war, the labour force has been reduced to 3,000. The mine population has meantime increased to 19,000 by the migration of settlers to the mine property which was developed as a food producing area during the Japanese occupation.

26. Although the Labour Code provided for a 9-hour day the principle of an 8-hour day has become generally established in mines, factories and workshops and, in theory, on estates, the majority of which work even shorter hours. By the end of the year hours had become stabilised and employers were showing tendencies to expect good time-keeping.

27. Demands were now being made for one rest day a week usually with pay, not so much with a view to seeking a day of rest and recreation but to enable the worker to obtain additional pay if he is asked to work on that day—the rates for which, it is suggested, should be double.

28. The minimum age at which Southern Indian children are permitted to do certain light work is 10 years. In actual practice before the war most children did not work until they were 14 years old.

29. As an indication of the distribution of labour at the end of the year, the total number of labourers employed in Estates, Mines, Factories and in Government departments were:

(*a*) 183,890 Indians, (*b*) 102,641 Chinese, (*c*) 56,568 Malays, (*d*) 12,732 Javanese and (*e*) 1,578 other races.

30. The rehabilitation of the Public Works departmental labour force, and in particular of those portions of it which are distributed throughout the road system, and in isolated parties on water supplies, presented a problem no less serious than that of restoring the material assets of the department.

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31. A much larger proportion of women than was customary before the war were employed on road maintenance, many being widows of those who failed to return from Siam and elsewhere.

32. At the end of the year the artisan was being paid a basic wage including cost of living of from $1.55 to $5.60 as compared with 88 cents to $3.37 a day in 1941. The adult male labourer was being paid a basic wage including cost of living of from $1.20 to $1.47 a day as compared with 72 cents to 80 cents a day in November, 1941.

33. The Public Works Department has been free from labour unrest throughout the year, a contributory factor to which has been the perpetuation of the pre-war practice of regular personal contact of Engineers in Districts with their labour forces.

34. Before the war the protection of the interests of labour and immigrants was the concern of two departments, the Labour Department and the Chinese Protectorate. The former was principally concerned with the well-being of immigrant Indian and the latter with Chinese labour.

35. At the re-institution of the British Civil Administration on the 1st April, 1946, the labour functions of the Chinese Protectorate were merged with those of the Labour Department and experienced officers from the Chinese cadre were transferred to the Labour Department, to implement its functions, which, broadly speaking, are those of the enforcement of the Labour Code, which is a comprehensive piece of legislation conferring legal powers on officers of the Labour Department. Under this Code, Labour Officers carry out inspections throughout the country surveying the circumstances obtaining between employers and labourers and investigating the standards of living with reference to housing, medical attention and general welfare among labour of all categories. In carrying out this important aspect of administration, the Labour Department now operates with a staff which includes the following:

The Commissioner for Labour, Malayan Union

Deputy Commissioner for Labour, Malayan Union

Deputy Commissioner, Headquarters

2 Deputy Commissioners	...	Kedah
1 Deputy Commissioner	...	Penang
1 Assistant Commissioner	...	,,
1 Deputy Commissioner	...	Perak
2 Assistant Commissioners	...	,,
1 Deputy Commissioner	...	Pahang, Kelantan and Trengganu
1 Assistant Commissioner	...	,, ,,
1 Deputy Commissioner	...	Selangor
1 Assistant Commissioner	...	,,
1 Deputy Commissioner	...	Negri Sembilan and Malacca
1 Assistant Commissioner	...	,, ,,
2 Deputy Commissioners	...	Johore
1 Assistant Commissioner	...	,,

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36. When the department took over from the Military Administration there were four extra Assistant Controllers of Labour and three Indian Inspectors. A fifth extra Assistant resumed duty in October.

37. Proposals have been made during the year to Government to strengthen the inspectorate to ten Indians, ten Chinese and three Malays. It was also proposed to amend the scheme for the Extra Assistants regrading them into Labour Officers and Assistant Commissioners for Labour.

38. Fully to appreciate the difficulties which confront this department, it is necessary to survey the circumstances under which labour in this country had been compelled to work and live during the Japanese Administration, under the principles of which all labour was virtually indentured and was regarded as part of the essential equipment of the Japanese Military regime without any claim to any rights and not deserving of any humanitarian considerations whatever. Circulars were issued to Japanese supervisors of estates that labourers making complaints should be dealt with with the utmost severity. Floggings were the order of the day. Confidence was undermined by specious promises and in every conceivable direction labour became increasingly perplexed by the limitless variations of Japanese duplicity. Labour was frequently moved "en masse" into strange surroundings to undertake work ofttimes unfamiliar but which was regarded by the Japanese as of current military significance. Many thousands perished miserably in Siam in the notorious exploitation which the construction of the "Death" Railway occasioned. In spite of the restoration in some measure of confidence at the inception of the British Military Administration and the general psychological relief from Gestapo vigilance, labour remained and still remains fraught with the evil legacies of those times and it is unlikely that the obstacles in this direction which confront the Labour Department will be overcome in the immediate future.

One of the most significant features of the year has been the emergence of organised labour.

39. Pre-war the disintegration of the old Guilds of master and men among Chinese led to the growth of associations which were not trade unions in the sense of being organised to handle trade disputes but which assumed, rather, the functions of benevolent societies of a social nature for mutual benefit particularly in respect of a payment of gratuities to dependants upon the death of members. Immediately prior to the outbreak of the war organisations of workmen principally unskilled and some with communist sympathies began to emerge and at the same time Trades Union Legislation was introduced, coming into force on the 10th June, 1941.

40. Upon the British re-occupation, the General Labour Union, whose leaders were associated with the Communist Party, opened premises in all the major towns of the Peninsula and formed dependent Unions in each State and Settlement. The principal objects of this Union were:

(*a*) To unite and lead all the working class people for the betterment of their livelihood and the materialisation of the eight-hour working day system as well

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as the basis of similar work with similar compensation for both male and female workers; to abrogate the systems of contract and apprenticeship; to practice social insurance and to protect the practical interest of the workers as well as to improve the treatment of the workers.

(*b*) To strive for the realisation of the Malayan democratic system, to ensure the rights of freedom of speech, assembly and the organisation of strikes.

(*c*) To promote the unity, friendship and the spirit of mutual aid among the labourers; to elevate and develop the social position and cultural standard of labourers respectively.

(*d*) To unite the working class masses of Malaya and the world to strive for the assurance of world peace and democracy.

(*e*) To support the Malayan Democratic United Front so as to struggle mutually for the establishment of a free, democratic and happy Malaya.

(*f*) To support the All-Malayan Working-Class United Front for the preparation of partaking in the General Labourers Union of all professions of all races of Malaya.

41. The dependent Unions under its control were formed on a regional basis irrespective of trade distinctions. Miners, estate workers and factory workers of all types were accepted into the same Association. Membership was inter-racial and the principal direction was in the hands of Chinese leaders with the finances controlled by a limited central executive.

42. DISPUTES.—The upheaval which Labour has experienced during the war years and the propaganda to which it has been subjected has developed a sophistication and a consciousness of its political and economic significance wholly alien to pre-war labour in respect of which wages and conditions of employment conformed to a recognised standard prescribed by the Labour Department. These conditions have rightly become a subject for negotiation and settlement between employers and employed by means of collective bargaining.

43. Strikes on European-managed estates broke out almost as soon as managers returned in any number. The strike epidemic reached its peak during July and August and showed small signs of abating at the end of the year. Demands put forward were many and varied including increase in wages, over-time rises, workmen's compensation, sick pay, dismissal of unpopular staff, supply of clothing, amendment of hours of work, improvement of living conditions and free passages at fixed periods to country of origin.

44. Officers of the Labour Department have achieved considerable success in their work as investigators and conciliators with relation to claims and grievances, and in many cases strike action was thus avoided. Negotiations have been instituted between employers and labourers and Trade Union Leaders clarifying issues and ascertaining the nature of demands which were insufficiently defined. Labour Officers have also presided at meetings between parties in dispute and, in the discharge of

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these offices, their knowledge of the language and psychology of the people concerned have proved of particular value having regard to the fact that the majority of the workers do not understand or speak English.

45. CONDITIONS OF LABOUR.—The restless condition of post-war Malayan labour has been aggravated by the strain and barbarities of the Japanese occupation which left Labour emaciated and so undernourished that in few cases were the men fit for a normal output of work. They had lost the habit of regular work and fixed hours and the standards and conditions to which they were accustomed had been completely upset. But even with the recovery of general physique there were still the factors of rice shortage and the inadequacies of clothing and consumer goods to effect rapid rehabilitation. Labourers' quarters on estates had been neglected, water supplies had been ravaged by the looting of essential equipment and the high pre-war standards of sanitation and hygiene had been allowed to deteriorate to the low level of a primitive civilisation. In spite of the limitations of materials available much had been done by the end of the year to rehabilitate living conditions and to raise the standard of medical treatment, due in no small measure to the co-operation of Red Cross units which furnished the very essential relief materials in the re-equipment of estate hospitals, and village dispensaries. A certain limited distribution has been made of cloth to estate workers but the supply has only amounted to a small percentage of the demand. Before the end of the year, issues of 4 to 5 yards a person of Government cloth had been made to labourers in many parts of the country and before the end of the year supplies were appearing in better quantities.

TRADE UNIONS.

46. PRE-WAR AND WAR PERIOD IN MALAYA.—Although the Chinese had long carried out collective bargaining before 1940 there was no legislation which formally recognised the rights of associations. Trade guilds and associations were however like other societies, subject to the Societies Enactment and were required to register. Until 1940 when the Trade Union Enactment, 1940 (No. 11 of 1940) was passed in the Federated Malay States and similar legislation introduced in the Straits Settlements and the States of Johore and Kedah, no Trade Union legislation existed in the territories now comprised in the Malayan Union. This legislation was not in force until June, 1941, on which date the Trade Union Regulations, 1941, became effective. No applications for registration were received from trade unions prior to the Japanese invasion. There was no Trade Union Adviser's Department in the Malayan Union before the war.

47. During the period of Japanese occupation no opportunities existed for workers' groups to organise or to act collectively, and it was not until the liberation of Malaya in late 1945 that trade unions on modern lines began to be formed. Since that date, however, there has been a rapid growth in both the number of trade unions and their individual membership.

48. EARLY POST-WAR PERIOD.—The period immediately following the liberation of Malaya saw many groups of workers acting collectively in an effort to secure some improvement in their wages and conditions of employment. That they should do so is not surprising when the economic conditions that existed

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after the liberation are remembered. These conditions accounted for a large number of the sporadic strikes which occurred up and down the country during the first six months of the re-occupation. During this period, a large number of incipient trade unions came into being, many of which went out of existence again directly a particular dispute was settled. Upon the resumption of Civil Government, the officer who had been appointed by the Colonial Office as Labour and Welfare Officer, Malayan Railway, had been seconded to act as a Trade Union Adviser to the British Military Administration (Malay Peninsula).

49. RESUMPTION OF CIVIL GOVERNMENT.—By April, 1946, when Civil Government resumed office, it was obvious that a potential trade union movement was beginning to grow.

50. STAFF.—It was considered that a Trade Union Adviser to act for both the Governments of Singapore and the Malayan Union was necessary. Mr. J. A. Brazier, M.B.E., who had originally been appointed as Labour and Welfare Officer, Malayan Railway, was, therefore, confirmed in the appointment of Trade Union Adviser, Malaya, and a further request was made to the Secretary of State for the Colonies to recruit two Assistant Trade Union Advisers to be appointed to work in Singapore and the Malayan Union respectively. It was not possible for these officers to arrive until the middle of 1946. The officer who had been recruited for the Malayan Union arrived on the 29th June, 1946, and was immediately posted to Penang to open a Branch Office to cover Northern Territory. One major difficulty in planning any long term policy during this period was the large amount of time that had to be spent in the field by the Trade Union Adviser giving advice to potential trade unions. No staff was available and the Trade Union Adviser was also acting as Labour and Welfare Officer, Malayan Railway. This period, however, did give opportunities for contacting many of the officers and leaders of the new trade unions throughout the country and for learning something of the possible trend and development of the trade union movement in the Malayan Union.

The position as regards staff in the Malayan Union at the end of 1946 was as follows:

Mr. J. A. Brazier, M.B.E.	...	Trade Union Adviser.
Mr. R. F. H. Caddick	...	Assistant Trade Union Adviser, Penang.
Mr. C. Tharmalingam	...	Acting Trade Union Officer, Kuala Lumpur (on loan from the Malayan Railway).

51. GENERAL LABOUR UNIONS.—Many of the group movements that came into existence during the British Military Administration days continued to act and work collectively and to develop into large (General Labour) Unions who organised workers upon a geographical rather than upon an occupational or industrial basis. These unions enrolled not only individual members but also separate trade unions and covered such diverse occupations as Trishaw and Rickshaw pullers, Artisans, Estate and Tin Mine workers, Coffee Shop-keepers, Barbers, Dance Hostesses, Government employees, Clerical workers, etc., all of whom were under the nominal control of the General Labour Unions. These

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General Labour Unions established a Pan-Malayan Headquarters in Singapore which covered the whole of the Malayan Union and Singapore and employed many whole time officers and organisers. There appeared to be no clear understanding of the functions and purposes of democratic Trade Unionism or the advantages of industrial or occupational forms of organisation. Labourers' subscriptions and contributions to the General Labour Unions ranged from 20 cents to $1 a month.

52. Registration of Trade Unions.—The next point for consideration was the preparation of Registration Machinery to enable a date to be fixed for the compulsory registration of trade unions and also to amend, if found desirable, the provisions of the Trade Union Ordinance. The necessity for careful timing was emphasised to enable the Trade Union Adviser to prepare the trade unions for registration and to advise them on procedure. Many circular letters were sent to the trade unions and model rules were drafted by the department to help the unions along proper lines. These were translated into four languages and were welcomed by the trade unions themselves as making their work comparatively easy and straightforward. Members of the Trade Union Adviser's Department had many interviews with the trade union officers on the problems of organisation and registration and addressed many members' meetings on these subjects. A Registrar of Trade Unions was appointed on 1st July, 1946, and the closest liaison has been maintained between the two Departments. From the date of this appointment, it was decided to operate the Trade Union Enactment, and all trade unions in the Malayan Union, already in existence on that date were called upon to apply for registration within three months, and all other trade unions to apply within one month of their formation. Over one thousand copies of the model rules in all languages, to the preparation of which reference has already been made, were sent out together with advice on the preparation of the form for Registration as a Trade Union. Many meetings with employers were also held and some progress was made in the formation of Employers' Trade Unions with power and authority to negotiate with Employees' Trade Unions. By the end of September, 1946, large numbers of applications for registration were being forwarded to the Registrar of Trade Unions and many trade unions were submitting their draft rules to the Trade Union Adviser for checking and amendment. The position with regard to registration in the Malayan Union as it existed at the end of 1946 was as follows:

53. There had been 15 applications from Employers' Unions for registration, of which seven had been registered (with a total membership of 997), and the remaining eight applications had been approved but were awaiting printed rules. There had been 276 applications from Workmen's Unions for registration, of which 83 had been registered (with a total membership of 67,452), whilst 154 applications had been approved but were awaiting printed rules, leaving 39 applications outstanding.

54. The racial ratios represented by the Trade Unions applying for registration were, approximately, Chinese 54 per cent., Indians 25 per cent., Malays 1 per cent. and other races 20 per cent.

55. Government Employees' Trade Unions.—Many trade unions now began to appear covering Government employees; these, which were organised on a departmental basis, confined

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their membership to Government staff, and banded together through a Joint Board of Secretaries to deal with matters of common interest.

56. EMPLOYERS' UNIONS.—With the growth of registered trade unions and the present tendency for re-grouping into industrial and occupational units, attention will have to be paid by the respective employers' groups to the provision of suitable Disputes Machinery for their own particular industry. The employers' side of the Mining Industry has already formed itself into a registered trade union with a Negotiating Committee having delegated authority to deal with disputes within the Tin Industry. Practically all District Planters' Associations have held meetings with the Trade Union Adviser or his assistant in attendance, and at these meetings the purpose and functions of Trade Unionism has been explained and questions answered. A trade union covering all sections of the Rubber Industry on the employers' side is well advanced. When properly organised and registered, it should be capable of solving many of the present difficulties and deadlocks that arise owing to the absence of suitable negotiating machinery. Workers' Unions within the Rubber Industry are now organised and active.

57. CONCLUSION.—The past year has seen slow but steady progress towards sound group organisation on the part of the workers in some industries. The tendency for them to organise on an industrial or occupational basis is more pronounced.

58. The recognition on the part of the many responsible employers of the rights of their employees to associate together and act collectively will make it more easy to provide recognised channels for negotiations on matters affecting the conditions of employment of their workers.

59. Both in the Tin and Rubber industries, we find the individual employers taking steps to organise themselves into employers organisations. Adequate and effective conciliation schemes pre-suppose responsible group organisations on the part of both employer and employee. Every encouragement, therefore, should be given to both sides to set up agreed conciliation schemes. During this interim period, full use should be made of the Industrial Courts Ordinance, 1940.

60. There is every reason for optimism on the labour front if :

(*a*) Prices of the essential commodities fall to reasonable levels and the supply of rice becomes more plentiful;

(*b*) All parties realise that the interests of Malaya are far more important than the interests of any particular group;

(*c*) There is a wise anticipation of the trends and development in labour relations and genuine desire to meet the "opposite sides" to talk over matters of common or mutual interests;

(*d*) Adequate representation is given to the Trade Union movement on all committees or Boards dealing with labour and related matters.

61. Mistakes have been made but much experience has been gained over the last year. The general supervision and inspection of accounts and trade union activity will do much to help these newly developing groups whose co-operation will be so necessary in the future.

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CHAPTER III.

PUBLIC FINANCE.

62. The estimates for the period 1st April to 31st December, 1946, are summarised as below:

Revenue			$107,898,520
Recurrent expenditure—			
1. Personal Emoluments ...	$43,868,017		
2. Other Charges	64,130,448		
		107,998,465	
Deficit			$ 99,945
Extraordinary expenditure			126,354,071
		Total Deficit ...	126,454,016

63. These estimates excluded the revenue of the Malayan Railways but provision was made under expenditure to meet the deficit on the railway budget estimated at $37,740,000.

64. Estimated revenue and actual revenue for the period are given below:

Head.	Estimate.	Actual.*	Increase or Decrease.
	$	$	$
1. CLASS I.—			
(i) Customs	38,743,600 ...	79,267,741 ...	+ 40,524,141
(ii) Excise	2,681,000 ...	3,807,427 ...	+ 1,126,427
(iii) Forests	1,088,100 ...	1,159,198 ...	+ 71,099
(iv) Lands and Mines ...	7,302,000 ...	9,591,199 ...	+ 2,289,199
(v) Licences and Internal Revenue	5,818,115 ...	7,911,805 ...	+ 2,093,690
2. CLASS II.—			
(vi) Fees of Court of Office, Payments for Specific Services and Reimbursements ...	34,758,055 ...	6,111,015 ...	28,647,040
(vii) Municipal	3,288,950 ...	3,798,632 ...	+ 509,682
3. CLASS III.—			
(viii) Light, Water, Power, etc.	4,547,700 ...	5,014,552 ...	+ 466,852
(ix) Posts	3,586,900 ...	2,566,681 ...	1,020,219
(x) Forests	9,000 ...	8,215 ...	785
(xi) Telecommunications...	2,155,000 ...	2,772,106 ...	+ 617,106
4. CLASS IV.—			
(xii) Rents on Government Property	439,300 ...	586,302 ...	+ 147,002
(xiii) Interest	2,643,900 ...	4,738,848 ...	+ 2,094,948
5. CLASS V.—			
(xiv) Miscellaneous ...	567,400 ...	2,355,903 ...	+ 1,788,503
(xv) Land Sales	249,000 ...	13,576 ...	235,424
(xvi) Sale of Property ...	20,500 ...	24,614 ...	4,114
Total ...	107,898,520 ...	129,727,814 ...	+ 21,829,294

* Excludes figures of the Crown Agents for December, 1946. (Not available).

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65. These figures show an excess of some $22m. over the original estimates but this in itself does not give a true picture since the original estimate included a sum of $30m. on account of the Malayan Union share of the All-Malaya (Currency Surplus) Fund in respect of profits during the period of the Japanese occupation. None of this was received during 1946 and the item has been carried into 1947. The true position is, therefore, that the revenue for 1946 was approximately $52m. in excess of the estimate. The increases were principally in respect of export duty on rubber, the production of which was greatly in excess of all estimates, and import duties on tobacco, textiles, spirits, and petrol. On 27th May the import duties on tobacco and intoxicating liquors, except ale, beer, stout, port, cider and sherry were doubled while the duties on the group excluded from the doubling were raised 33⅓ per cent. On the 11th November, an export duty of $20 a ton was imposed on palm oil while the duty on rubber which had been fixed at 4 cents a pound from the liberation was reduced to 2½ cents plus ¼ cent cess.

66. Expenditure estimates are summarised below:

Department.	Personal Emoluments.	Other Charges		Total.
		Annually Recurrent.	Special Expenditure.	
	$	$	$	$
1. Charges on Account of Public Debt	— ...	7,047,354 ...	11,617,970 ...	18,665,324
2. Pensions, Retiring Allowances, Gratuities, Political Pensions, etc. ...	— ...	7,657,465 ...	10,000,000 ...	17,657,465
3. Governor	80,401 ...	20,005 ...	62,400 ...	162,806
4. M.U. Secretariat	150,576 ...	93,400 ...	223,500 ...	467,476
5. Rulers and Chiefs	1,196,165 ...	241,255 ...	29,325 ...	1,466,745
6. Resident Commissioners ...	72,949 ...	66,052 ...	13,410 ...	152,411
7. Civil Service	1,669,613 ...	— ...	— ...	1,669,613
8. Agricultural Department ...	659,293 ...	773,480 ...	294,540 ...	1,727,313
9. Audit Department	144,759 ...	46,135 ...	5,130 ...	196,024
10. Broadcasting Department ...	95,837 ...	194,500 ...	115,500 ...	405,837
11. Chinese Affairs	118,460 ...	27,390 ...	7,950 ...	153,800
12. Civil Aviation	13,365 ...	31,000 ...	75,000 ...	119,365
13. General Clerical Service ...	2,775,912 ...	— ...	— ...	2,775,912
14. State Clerical Service ...	1,687,296 ...	— ...	— ...	1,687,296
15. Co-operative Societies Department	149,915 ...	23,945 ...	7,575 ...	181,435
16. Custodian of Enemy Property	80,500 ...	308,675 ...	20,000 ...	409,175
17. Customs and Excise ...	1,423,621 ...	1,131,950 ...	572,945 ...	3,128,516
18. District and Land Offices ...	1,062,069 ...	681,291 ...	467,195 ...	2,210,555
19. Drainage and Irrigation Department	428,330 ...	98,375 ...	— ...	526,705
20. Drainage and Irrigation, Annually Recurrent Expenditure	— ...	1,005,543 ...	— ...	1,005,543
21. Drainage and Irrigation Works, Special Services	— ...	— ...	1,778,025 ...	1,778,025

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Department.	Personal Emoluments.	Other Charges.		Total.
		Annually Recurrent.	Special Expenditure.	
	$	$	$	$
22. Education Department ...	5,143,709 ...	3,359,970 ...	2,584,342 ...	11,088,021
23. Electricity Department ...	564,817 ...	76,290 ...	47,130 ...	688,237
24. Electricity Supply	— ...	2,116,320 ...	— ...	2,116,320
25. Electricity Supply, Special Services	— ...	— ...	2,157,250 ...	2,157,250
26. Estate Duty Office	28,166 ...	7,275 ...	23,533 ...	58,974
27. Exchange Control	19,035 ...	27,830 ...	1,500 ...	48,365
28. Fire Services	83,078 ...	165,200 ...	78,500 ...	326,778
29. Fisheries Department ...	38,666 ...	27,600 ...	110,500 ...	176,766
30. Food Control and Supplies Department	2,240,210 ...	1,077,880 ...	1,026,000 ...	4,344,090
31. Food Production	— ...	— ...	2,994,330 ...	2,994,330
32. Forest Department	650,926 ...	396,058 ...	334,200 ...	1,281,184
33. Game Department	53,428 ...	54,500 ...	21,800 ...	129,728
34. Geological Survey Department	56,325 ...	21,070 ...	48,300 ...	125,695
35. Government Gardens and Plantations	12,323 ...	74,307 ...	4,000 ...	90,630
36. Immigration Department	63,045 ...	61,500 ...	84,500 ...	290,045
37. Inland Revenue Department	15,365 ...	— ...	— ...	15,365
38. Indian Interpreters ...	37,770 ...	— ...	— ...	37,770
39. Judicial	531,897 ...	128,399 ...	133,700 ...	793,996
40. Labour	80,171 ...	168,000 ...	2,500 ...	250,671
41. Legal	98,079 ...	62,197 ...	8,500 ...	168,776
42. Magistrates Courts ...	43,392 ...	12,425 ...	— ...	55,817
43. Malayan Establishment Office	2,990,473 ...	1,923,500 ...	4,000 ...	4,917,973
44. Malayan Security Bureau	146,952 ...	175,829 ...	45,650 ...	368,431
45. Marine Department ...	223,217 ...	263,490 ...	116,350 ...	603,057
46. Medical and Health Services	4,960,902 ...	7,011,653 ...	1,100,000 ...	13,072,555
47. Mines Department	189,905 ...	51,080 ...	154,730 ...	395,715
48. Military Expenditure ...	87,402 ...	97,636 ...	21,600 ...	206,638
49. Miscellaneous Services ...	364,428 ...	400,490 ...	28,463,980 ...	29,288,898
50. Museums and Libraries ...	6,201 ...	2,150 ...	— ...	8,351
51. Public Trustee	10,411 ...	1,500 ...	2,000 ...	13,911
52. Official Assignee and Registrar of Companies	40,227 ...	6,720 ...	6,950 ...	53,897
53. Police	4,555,482 ...	2,580,323 ...	711,697 ...	7,847,502
54. Postal Services	1,464,650 ...	773,048 ...	260,925 ...	2,499,623

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Department.	Personal Emoluments.	Other Charges.		Total.
		Annually Recurrent.	Special Expenditure.	
	$	$	$	$
55. Printing Department ...	182,616 ...	574,300 ...	148,410 ...	905,326
56. Prisons	392,450 ...	778,160 ...	11,500 ...	1,182,110
57. Public Works Department	2,118,016 ...	768,140 ...	6,621,600 ...	9,507,756
58. Public Works Recurrent Expenditure	— ...	12,785,000 ...	— ...	12,785,000
59. Public Works Extraordinary	— ...	— ...	9,070,000 ...	9,070,000
60. Public Relations	155,833 ...	290,345 ...	189,101 ...	635,279
61. Railways	— ...	— ...	37,740,000 ...	37,740,000
62. Religious Affairs	250,582 ...	181,235 ...	18,300 ...	450,117
63. Town Boards	680,431 ...	4,800,478 ...	1,314,672 ...	6,795,581
64. Social Welfare	97,330 ...	618,150 ...	788,000 ...	1,503,480
65. Survey Department ...	1,023,793 ...	646,736 ...	363,478 ...	2,034,007
66. Telecommunications ...	1,535,559 ...	1,240,670 ...	3,600,000 ...	6,376,229
67. Town Planning	18,360 ...	3,650 ...	2,000 ...	24,010
68. Trade and Industry ...	41,060 ...	159,380 ...	16,600 ...	217,040
69. Road Transport Department	151,229 ...	67,700 ...	194,300 ...	413,229
70. Treasury	316,239 ...	37,505 ...	15,618 ...	269,362
71. Veterinary Department ...	256,543 ...	302,600 ...	375,000 ...	934,143
72. Mentri Besar and State Secretariats	35,877 ...	112,644 ...	45,560 ...	195,081
73. Statistics	1,386 ...	16,700 ...	— ...	18,086
74. Governor-General	— ...	175,000 ...	— ...	175,000
TOTAL ...	43,868,017 ...	64,130,448 ...	126,354,071 ...	234,352,536

67. It is not at present possible to estimate accurately the final expenditure of the period under review as the accounts of the Crown Agents have been delayed. The latest estimate, however, places expenditure at approximately $15½m. below the original estimates. The net reduction was not evenly spread among expenditure heads. Reductions of $26.9m. took place in the case of the railways, $8.8m. for public works, $2.6m. for medical, and $2m. for telecommunications all of which were largely due to the non-arrival of stores. Savings of $3.7m. and $3.9m. were also anticipated under pensions and the Malayan Establishment Office. On the other side of the account the loss on the sale of foodstuffs was estimated at $28m. against a token provision of $1m.; unforeseen expenditure on the Malay Regiment amounted to $2.4m., advances to Government servants not paid in 1942 cost $4m. and $7.4m. were required as an instalment on back pay to non-interned Government servants.

68. The estimates for the last nine months of 1946 are the first consolidated estimates ever produced for the territories comprising the Union, and it is not easy to find a basis of comparison between these estimates and the pre-occupation position. In view of the degree of guess-work involved in the figures and the necessity of creating new and

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in many cases temporary departments, any detailed comparison of the 1946 with the 1941 position would tend to be misleading. It can, however, be recorded that, on the basis of 30 per cent. of the revenue and expenditure of the old Straits Settlements being regarded as Malayan Union the approximate budget position for the full year in 1941 was as follows:

	$ m.	$ m.
Revenue	137.1	
	$ m.	
Recurrent Expenditure:		
Personal Emoluments ...	49.7	
Other Charges	51.3 ...	101.0
Surplus		36.1
Extraordinary expenditure		38.2
Deficit ...		$ 2.1

69. The total amount of the Malayan Union public debt at the end of 1946 is summarised below:

	Date of Issue.	Maturity Dates.	Rate of Interest.	Amount of Loan.
				$
1. Former F.M.S.	1931 ...	1959 ...	4½% ...	16,000,000
	1935 ...	1960/70 ...	3 % ...	34,285,715
	1936 ...	1956/66 ...	3 % ...	15,000,000
	1940 ...	1952/59 ...	3 % ...	20,000,000
	1941 ...	1953/60 ...	3 % ...	10,000,000
2. M.U. Share of former S.S. ...	1936 ...	1962/72 ...	3 % ...	1,350,000
	1940 ...	1952/59 ...	3 % ...	7,500,000
	1941 ...	1953/60 ...	3 % ...	3,000,000
3. M.U. liability in respect of former U.M.S.—				
(i) S.S. Loan to Trengganu	— ...	— ...	3½% ...	1,792,000
(ii) S.S. Loan to Kelantan ...	— ...	— ...	2 % ...	3,276,478
(iii) S.S. Loan to Kelantan ...	— ...	— ...	4 % ...	36,750
(iv) C.D.F. Loan to Kelantan	— ...	— ...	4 % ...	16,025
Total pre-occupation Commitment	— ...	— ...	— ...	112,256,968
4. M.U. Loans	1946 ...	1954/56 ...	2½% ...	2,046,600
	1946 ...	1962/66 ...	3 % ...	31,880,700
	1946 ...	3 month Treasury Bills ...	¾% ...	7,200,000
TOTAL M.U. Public Debt ...	— ...	— ...	— ...	$153,384,268

70. The sinking fund contributions in respect of the above loans amounted to approximately $31m. on 31st December.

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The estimated assets and liabilities of the Malayan Union on the 1st April and 31st December, 1946, are given on the following page:

LIABILITIES.	Revised Estimates, 1st April, 1946.	Estimated, 31st December, 1946.	ASSETS.	Revised Estimates, 1st April, 1946.	Estimated, 31st December, 1946.
	$	$		$	$
M.U. Government Loan, 1946, 3%	—	31,880,700	Cash	28,352,455	10,127,300
M.U. Government Loan, 1946, 2½%	—	2,046,600	Current Accounts	1,870,490	1,248,606
Treasury Bills	—	7,200,000	Investments held by Crown Agents and Locally	69,371,653	69,371,653
Loan Account: Interest free Loan to Imperial			Investments, Specific Funds	5,119,435	5,356,284
Government	466,003	369,303	Investments, Opium Revenue Replacement Reserve Fund	72,369,559	72,387,810
Current Accounts	4,825,736	3,104,729	Investments, Special Reserve Fund	57,937,611	57,937,611
Advances recovered on account of War Office ...	—	8,000,000	Suspense	230,263	860,000
Amt. held on behalf of Custodian of Property ...	—	3,000,000	Advances	37,066	507,066
Malayan Unallocated Account—					
Amount due, Singapore	12,790,560	12,790,560	LOANS—		
Deposits	9,000,000	9,700,000	(1) Loan to Government (Interest free) ...	466,003	466,003
Funds for Specific Purposes	5,600,000	6,634,210	(2) Penang and Malacca Municipalities ...	—	7,285,000
Electrical Department Renewals Fund	5,704,751	5,704,751	(3) Other Loans	18,527,660	2,384,803
P. & T., F.M.S. Renewals Fund	5,593,840	5,593,840			
Opium Revenue Replacement Reserve Fund ...	72,369,559	72,387,810			
Special Reserve Fund	57,937,611	57,937,611			
General Revenue Balance Surplus	79,994,135	1,582,022			
	254,282,195	227,932,136		254,282,195	227,932,136

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71. ESTATE DUTIES.—The Estate Duty Office in Kuala Lumpur officially opened at the beginning of May, 1946, quickly followed by the opening of offices in the other States of the Malayan Union.

72. Valuations of property comprising the estates of deceased persons dying during the occupation period proved to be a difficult problem but various methods of compromise have been used which have allowed the legal representatives to extract their grants and there has been no undue delay in the Malayan Union in assessing estates.

73. The volume of work dealt with in the Estate Duty Office in Kuala Lumpur for the seven months of 1946 were greatly in excess of the whole of 1941. Several forms of relief were allowed which resulted in a considerable loss to revenue, such as:

Relief from payment of interest on unpaid estate duty for period 1st January, 1942, to 31st May, 1946.

Relief up to $40,000 on the estates of members of the Services and civilians killed by operations of war or who died as a result of treatment received while prisoners-of-war or internees.

This relief resulted in a loss to revenue of approximately $25,000.

74. The average value of estates of deceased persons has shown a rapid fall. This is mainly due to the large number of estates of deceased persons dying during the occupation period when sterling values were very low. Shares in local foreign controlled companies dropped in March, 1942, to 30 per cent. of the 1941 quotations and rising gradually from the end of 1943 to 50 per cent. at the end of 1945.

75. The total amount of death duties paid during 1946 by all nationalities was $1,443,335.89 cents.

CHAPTER IV.

CURRENCY AND BANKING.

76. CURRENCY.—The standard currency of the Malayan Union is the Malayan dollar with a value of two shillings and four pence and divided into one hundred cents. The currency is issued by a Board of Commissioners of Currency which was established under an Agreement signed in 1938 by the Governments of the Straits Settlements and the Malay States. The Agreement placed the currency of the country on a sterling exchange standard and the Commissioners are bound to issue on demand currency notes to the equivalent at the rate of one dollar for two shillings and four pence of sums in sterling lodged with the Crown Agents in London and to pay on demand the sterling equivalent of Malayan Currency notes lodged with them in Malaya. Under the law the Commissioners can charge commission at the rate of three-sixteenths of a penny for every dollar issued and one farthing in respect of every dollar received.

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77. Provision is made for the establishment and maintenance of a Currency Fund in such a way that its value shall stand at one hundred and ten per cent. of the face value of the currency notes and coin in circulation. There is also provision for making each Government liable to meet any deficiency in the Fund should the assets at any time prove inadequate to meet legal demands upon the Currency Commissioners for the conversion of currency into sterling.

78. The Currency (Transitional Amendment) Ordinance, 1946, which came into force on 1st April, appointed the Financial Secretary of the Malayan Union and the Financial Secretary, Singapore, to be the Board of Commissioners of Currency for Malaya.

79. The position of the note circulation at 31st December is summarized in the following table:

1. Circulation as at 15-2-42	$221,974,005.30
Less notes destroyed or awaiting destruction by Currency Commissioners	65,113,301.80
	$156,860,703.50
2. Notes issued since the liberation ...	230,925,548.79
Note circulation at 31-12-46	$387,786,252.29

80. It should be noted that the figure for February, 1942, is the total nominal circulation as at the 15th of that month and it is impossible to estimate what proportion of the amount has been lost or destroyed, in the hands of the public or exported since that date.

81. In comparing the pre-occupation with the present position it is necessary to take into account the fact that the Malayan dollar is replacing the old British North Borneo and Sarawak Currencies. Partly due to this reason, but also to the heavy net inward remittances to meet rehabilitation and Government deficit expenditure the note circulation increased in the nine months under review by approximately $6,500,000.

82. There has been a currency exchange office in Kuala Lumpur since 1st July, 1923. The functions of this office are briefly to:

(*a*) issue to banks in Kuala Lumpur new notes or silver or copper coins in exchange for old notes paid in to the exchange office in Kuala Lumpur;

(*b*) arrange telegraphic transfers via Singapore Treasury to banks in Singapore in exchange for old notes paid in by Kuala Lumpur banks to the exchange office in Kuala Lumpur;

(*c*) issue to banks in Kuala Lumpur new notes against telegraphic transfers via the Singapore Treasury from banks in Singapore;

(*d*) exchange old notes and coins for the public generally.

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83. *Foreign Exchange Control* had been inaugurated in the Malayan Union on the 4th January, 1946, in conformity with the system already in force throughout the sterling area (or "scheduled territories" as they are now known).

84. The feature of exchange control in this country is the system of allowing remittances by Chinese up to a limit of $45 per month for the maintenance of their families in China. This system is operated through remittance "chops" who undertake to collect money, write letters from the remitter to beneficiary, and through his agent in China deliver the money, write the acknowledgment at the dictation of the beneficiary, and deliver the reply. This concession represents a considerable export of resources to China for which, from a foreign exchange viewpoint, no consideration is received in return.

85. Another aspect which is of interest is the trade carried on between the Malayan Union on the one hand and Sumatra, Siam, China and the adjacent islands on the other. This trade is known as the "chinchew" trade and is a very important one in normal times but during the period under review, owing to the difficulties—political and otherwise in Sumatra—it has been restricted. The system operates in the following manner:

> A chinchew trader exports by tongkang to an adjacent territory a cargo of Malayan Union goods and brings back a cargo of approximate equivalent value of local produce. Alternatively, he may take with him a certain amount of Malayan money to territories in which Malayan currency circulates and purchase local produce which he brings to this country—sells—and buys local produce acceptable in adjacent territories. This trade is controlled to ensure that the value of the trade in either direction is approximately equal.

86. BANKING.—The following banks operate in the Malayan Union:

(1) The Chartered Bank of India, Australia and China.

(2) The Mercantile Bank of India.

(3) The Hongkong and Shanghai Banking Corporation.

(4) The Kwong Yik Banking Corporation.

(5) The Overseas Chinese Bank.

(6) The Bank of China.

(7) The Ban Hin Lee Bank.

(8) The Oriental Bank of Malaya.

(9) The Chettinad Bank.

(10) The Indian Overseas Bank.

(11) The Indian Bank.

(12) The M. Ct. M. Banking Corporation.

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Chapter V.

COMMERCE.

87. Export Trade.—Export trade as a whole has been much handicapped by the requirements of Government controls. The destinations, the quantities permitted to be exported to individual buying countries and the prices, have all been subject to controls which have been relaxed to some extent but which for the most part still remain in force. Prices for Malayan produce show generally good returns to the producer but, as there are markets in the world in which higher prices could be obtained if exports were permitted, there is some discontent with the prohibitions enforced.

88. The Customs Department assumed control of exports as from 18th July, 1946, and imports as from 1st August, 1946, the Comptroller of Customs, Malayan Union, being made the licensing authority.

89. Controls.—Controls have been operated through a system of licensing under the Prohibition of Exports Order which contains two schedules. Items on the First Schedule require licences for all destinations including the Island of Singapore. This schedule comprises in the main livestock, consumer goods and materials required for the re-establishment of local industry. The Second Schedule includes foodstuffs and all the major natural products of the Union. No licences are required for the export of goods in this schedule to the Island of Singapore.

90. In applying the First Schedule the guiding principle has been that goods in short supply in the Union should not be exported. The necessity of maintaining long established trade between the Union, Singapore and neighbouring territories has, however, not been overlooked, and to facilitate the conduct of this trade within the proper limit of control, authority has been delegated to the Assistant Comptroller of Customs, Penang, Johore and Perak, to issue licences under the most difficult headings, Item 22—Imported Manufactured Goods. The Supervisor of Export Duties, Singapore, has also been given limited authority under this item.

91. The peculiar position of Penang as the largest port in the Union situated some 250 miles from Kuala Lumpur was recognised from the beginning and special authority was given to the Assistant Comptroller of Customs, Penang, to issue licences under a number of headings in both schedules of the Order. The complexity of international controls and the necessity for rapid contact with the centre of the administration rendered it inadvisable to create a fully authorised office in Penang and for some time this was one of the main difficulties of control. In October the Senior Customs Officer, Import and Export Control, was sent to Penang to survey the whole import and export control position on the spot and, as a result of this visit, it was found possible to issue further authority to Penang. The position since that time has been greatly improved and it can now be said that there is a considerable measure of co-operation between the Penang trader and the control authorities. The operation of licensing under the Second Schedule has been complicated by

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the fact that a number of the items are subject to international controls and bulk contract arrangements. Rubber in particular was subject to a piecemeal allocation system which rendered the delegation of authority virtually impossible and was a source of constant inconvenience both to the dealer and the control officer. Export licensing for this commodity ceased at the end of the year.

92. Copra products have also caused a good deal of trouble. There is a considerable coconut oil industry in the Union, centred mainly in Penang. Large stocks were accumulated but export was restricted to the United Kingdom. Ultimately certain limited exports to Hongkong and Burma were also approved, and the position has to this extent been relieved.

93. Tapioca and sago products have also presented a considerable problem. Heavy stocks had been acquired by Penang merchants in the anticipation of being allowed to export these foodstuffs. A measure of relief has now been given by allowing export on certain conditions.

94. Import Control has been operated through the A.P. system, licences to import under the Prohibitions of Imports Order, 1946, being issued at the port or place of entry on production of an approved A.P. The two basic factors governing the control of imports are:

(i) the necessity of conserving foreign exchange resources;

(ii) the international allocation of commodities of which there is a world shortage.

95. The British Association of Straits Merchants was generally responsible for the initial import of all foodstuffs and relief supplies purchased on Government account. The exceptions were rice which is handled by the East Asiatic Co. Ltd., tinned milk by Nestles & Anglo-Swiss Milk Products Ltd., and cigarettes and tobacco by the Malayan Tobacco Distributors.

96. The main ports of entry were Penang, Port Swettenham and Singapore, the latter for re-shipment. Under the military organisation a Base Depôt was established at these three places and supplies were then shipped forward for sale and distribution to thirty sub-depôts throughout the country. Later in the year the merchants took over the function of the Base Depôt as regards import and storage and either sold into the normal trade channels of the wholesalers or, in the case of rationed commodities, sent forward to various centres for distribution and sale. A percentage of the relief supply imports, apart from rationed commodities was handed over by the BASM to other participating importers and disposed of by them in the normal commercial manner. Supplies were sold, in the case of rationed commodities, through approved distributors and wholesalers and in the case of other supplies to the open market, subject to any special direction the Government may wish to give.

97. The merchants who acted as importers have essential transport and handling charges paid and are allowed a supervision fee. In addition they received five per cent. commission on all sales except rationed foodstuffs on which they received $1.75 per ton for handling, storing and distribution.

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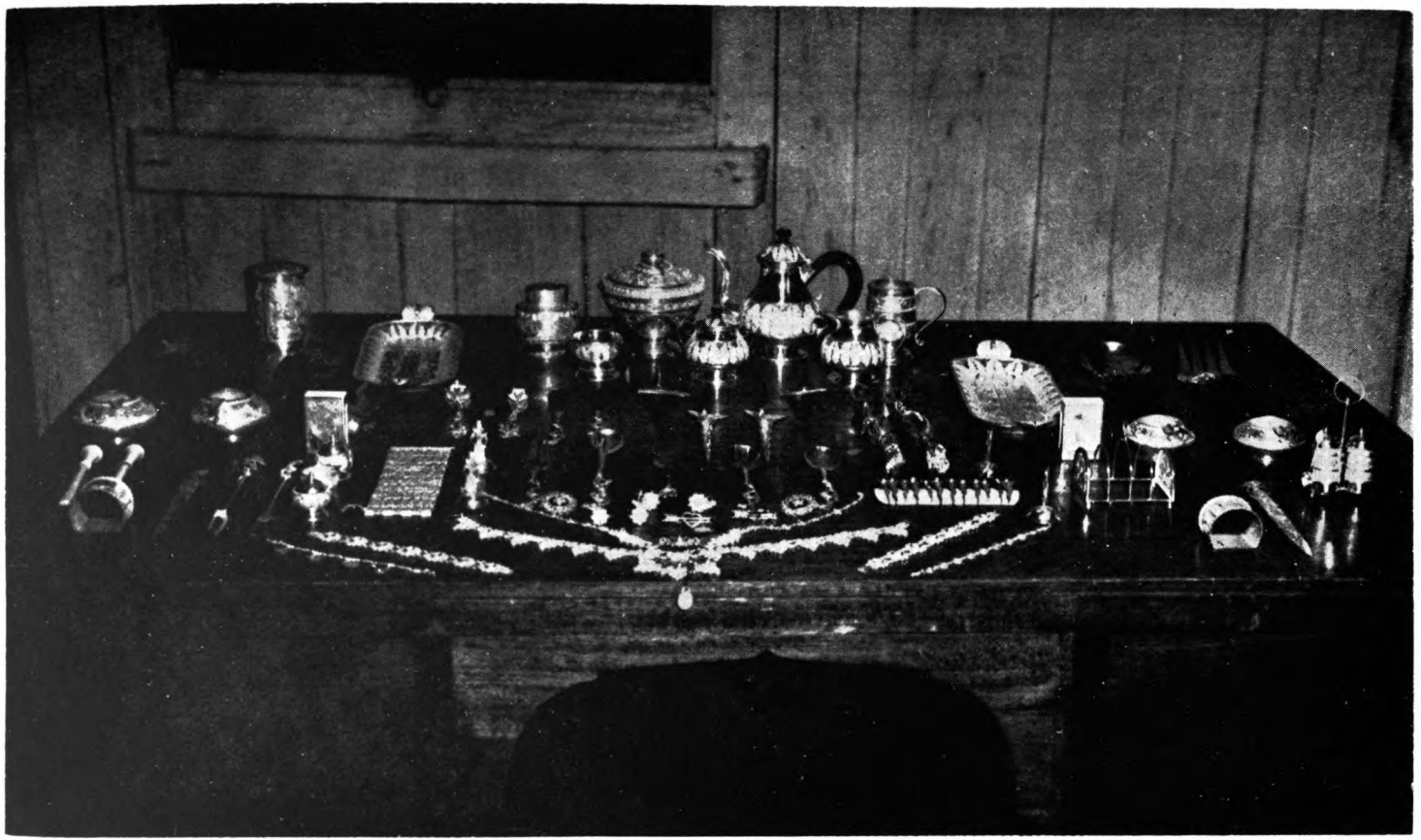

Kelantan Silverware.

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Chinese Pewter Worker.

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98. A small quantity of textiles taken over from the Japanese was available in the country at the beginning of the year and in addition a special emergency shipment of a million yards was made from India arriving about April. These textiles were utilised entirely as inducement goods in the Padi Purchase Scheme. From June onwards relief supply textiles began to arrive slowly and it was possible to commence operating a distribution scheme. The question of rationing was carefully discussed and in view of the impossibility of ascertaining what our stocks would be at any given time, plus the fact that to make an issue of cloth which could be utilised in the formation of a garment for every person in the Malayan Union required an initial stock of 20 million yards, and a consequent hoarding of supplies until that figure was reached, it was decided that rationing could not be put into operation. In place of rationing, Government made a controlled distribution to the neediest section of the population and, as the stock position permitted, textiles were released to the normal market. In addition certain textiles were earmarked in store as inducement goods to padi planters. The Government controlled distribution proved quite successful, the system under which it worked being as follows:

Certain Government agents were nominated in the main centres throughout the country who purchased textiles on licenses from the Government imports agents of the BASM Messrs. Henry Waugh & Co. Ltd. These textiles the Agents stored and issued only against permits. These permits were of two kinds. First, permits issued by the Headquarters Controller of Supplies which covered Government departments, big commercial undertakings, Chambers of Commerce for distribution to the commercial organisations who were their members, and estates and mines either through their main Agencies or Federated Malay States Chamber of Mines. Secondly, permits issued by the Resident Commissioners at whose disposal a certain yardage of specific textiles had been placed. This permit operating through Assistant Commissioners, District Officers, and Penghulus, enabled quantities of cloth to be sold at controlled prices in the kampongs and outlying districts. In addition the Resident Commissioner's permits covered small business undertakings whose total staff did not amount to more than twenty-five. At the end of the year approximately eight million yards had been issued against this controlled distribution scheme. In addition to this, regular releases of cloth were made to the normal market under the system whereby in conjunction with the Price Control Department every sale by importer and wholesaler was reported to the Headquarters of the two departments. Approximately six million yards had been issued through commercial channels by the end of the year.

99. Effect of Controls on Local Trade.—It very early became obvious that some measure was necessary to reconcile the interests of local trade with the international obligations undertaken by His Majesty's Government on behalf of Malaya. This was particularly the case in respect of the very considerable trade with neighbouring territories from which Malaya draws a large proportion of her essential food supplies. To have applied the International Emergency Food Council List of Reserved Commodities rigidly would have interfered radically with this

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trade. It was necessary at the same time not to interfere with the world distribution of commodities in general short supply. It was therefore decided to adopt a realistic compromise by allowing the import from djacent territories of certain commodities, which were clearly not subject to practical control for world distribution purposes. Such items as coconut, sugar, coffee and pulses, of which supplies were available in Sumatra and Siam were cases in point. On the other hand the import of Siamese rice, which was under the supervision of an International commission operating in Siam, was strictly prohibited. On the whole, the compromise has worked very well, having the dual advantages of allowing a steady flow of imports while at the same time maintaining a control which could be applied rigidly or leniently as circumstances demanded.

100. In regard to exports, the necessity of re-establishing the entrepôt trade has been fully appreciated, and for this reason special care has been taken to allow the re-export of goods imported from China, Hongkong, Sumatra and Siam, where the local supply position was reasonably good. Export proper, that is the export of Malayan produce has presented certain difficulties. Most of the major natural products such as rubber, tin, copra and palm oil have been subject to the control of various external authorities.

101. If one fact has stood out more clearly than others in the operation of control, it is that there is a general desire to return to normal methods of commercial procurement and marketing. Government buying and selling was a necessity appreciated by all in the early days after the occupation. By the end of the year, however, the commercial community was once more becoming organised sufficiently to carry on the trade of the country and there was an increasing demand for freedom of action.

102. The main burden of practical control has fallen on the shoulders of the Customs Department and there have been many indications that their work has been carried out with efficiency and tact.

103. 18,580 A.Ps. and 7,396 export licences have been issued during the period under review.

104. External Trade.—The aggregate value of the external trade of the Malayan Union to cover the period 1st July, 1946, to 31st December, 1946, was $564,260,097 comprising the following:

Merchandise Imports	$221,147,458
,, Exports and re-exports	343,056,060
Parcel Post	56,579
	$564,260,097

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The declared value of Imports amounted to $221,204,037 which was made up as follows:

Class I—Foodstuffs	$ 96,612,435
,, II—Raw Materials and unmanufactured goods	19,682,576
,, III—Articles wholly or mainly manufactured	104,852,447
,, IV—Parcel Post	56,579
	$221,204,037

The declared value of Exports amounted to $343,056,060 which was made up as follows:

Class I—Foodstuffs	$ 19,450,604
,, II—Raw Materials and unmanufactured goods	294,942,884
,, III—Articles wholly or mainly manufactured	28,662,572
	$343,056,060

105. During the period 1st July to 31st December, 1946, the value of tin-ore and tin and rubber (including latex) exported was $24,062,080 and $282,034,707 respectively.

106. The principal commodities produced or manufactured in and exported from the Malayan Union during the period under review were:

Tapioca Pearl exported principally to India to value of ...	$ 572,665
Fish, dried and salted exported principally to Singapore to value of	2,357,838
Fish, fresh exported principally to Singapore to value of ...	1,918,498
Fruits, fresh exported principally to Singapore to value of ...	1,897,380
Areacanuts exported principally to India to value of	2,661,839
Vegetables, fresh exported principally to Singapore to value of	1,051,514
Tin-ore and concentrates exported principally to Singapore to value of	507,969
Timber, sawn exported principally to Singapore to value of ...	1,011,703
Timber, other sorts exported principally to Singapore to value of	1,138,454
Copra exported principally to Singapore to value of	587,133
Coconut oil exported principally to—	
Singapore to value of	612,339
Burma to value of	524,278
Palm oil exported principally to—	
Singapore to value of	1,758,883
United Kingdom to value of	1,120,915
Para rubber exported principally to—	
Singapore to value of	100,179,937
U.S.A. to value of	86,372,363
United Kingdom to value of	60,640,089
Para rubber latex exported principally to Singapore to value of	2,631,387

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Tin block exported principally to—	
France to value of	$4,457,143
India to value of	4,157,659
Italy to value of	3,877,714
Canada to value of	2,751,430
United Kingdom to value of	1,711,364
Bicycle and tricycle outer covers (tyres) exported principally to Singapore to value of	267,780
Bicycle and tricycle (tubes) exported principally to Singapore to value of	438,229
Rubber shoes exported principally to Singapore to value of ...	147,296

107. During the second half of 1946 the total value of imports into the Malayan Union was $221,204,037 made up as follows:

Singapore	$114,920,920 ...	51.95%
United Kingdom	23,883,206 ...	10.80%
British Possessions and Protectorates	26,652,604 ...	12.05%
Foreign Countries	55,747,307 ...	25.20%
	$221,204,037	

108. The total value of exports and re-exports from the Malayan Union during the period under review was $343,056,060 made up as follows:

Singapore	$131,019,983 ...	38.19%
United Kingdom	64,687,938 ...	18.86%
British Possessions and Protectorates	28,810,322 ...	8.69%
Foreign Countries	117,537,817 ...	34.26%
	$343,056,060	

109. Foreign Trade.—The value of direct foreign imports was $106,283,117 or nearly 48 per cent. of the import trade. The United Kingdom is the principal direct source of supply.

110. The value of direct foreign exports and re-exports was $212,036,077 or 61.81 per cent. of the total exports and re-exports. The declared value of exports and re-exports to the United Kingdom and the United States of America was $64,687,938 and $86,684,346 respectively.

111. Revenue.—The revenue collected by the Customs Department in 1946 from all sources amounted to $78,116,397.02.

112. Import Duties.—No new items were added to the import tariff in 1946 but on the 27th May, 1946, the import duties on liquors were raised by 100 per cent. (beer, ale, etc., by 33⅓ per cent.), while the duty on tobacco and cigarettes was also increased by 33⅓ per cent. The duty on cosmetics and perfumery was raised to 50 per cent. full duty and 25 per cent. preferential.

113. Export Duties.—Duty on palm oil was imposed on 11th November, 1946, at the rate of $20 per ton.

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114. Certain changes were made in the Export Duty Tariff. In December the *ad valorem* export duty on fish dried and salted was removed and a flat rate of $1.50 per picul established. This change was the result of representations made on behalf of the hard-hit fishing industry.

115. Export duties collected during the year 1946 amounted to $34,944,219.67. Rubber and tin being the principal sources of revenue.

116. RUBBER.—The rate of duty of four cents per pound prevailed up to and including 10th November, 1946. On 11th November, 1946, the rate of duty was reduced to 2¾ cents per pound of which ¼ cent was credited as cess to the Rubber Fund.

117. The amount of Customs export duty collected on rubber in 1946 was $30,535,153.

118. TIN.—The Tin-ore Buying Agency were the sole buyers and sold to the Ministry of Supply during 1946. The price of tin for the first half of the year was based on the London price of £300 per ton metal. This was raised to £370 per ton metal from 27th September, 1946, with retrospective effect to 1st June, 1946.

119. The amount of export duty collected from tin in 1946 was $3,996,283.57.

120. MALAYAN UNION COLLECTIONS IN THE COLONY.—The Malayan Union export duties collection station at Singapore collected revenue on various items including rubber to the amount of $16,678,245.68.

121. This office was opened again at the beginning of the year and it proved of great convenience to Singapore traders. Despite difficult conditions it collected the large amount of revenue stated above.

122. EXCISE.—The total revenue for 1946 from excise duty and licence fees was $4,066,813.66.

123. TODDY SHOPS.—The number of Government Toddy Shops operating in the Malayan Union was eighty-five.

124. LICENSED LIQUOR SHOPS.—The number of licences for the sale of liquor which were in force on 31st December, 1946, were 253 wholesale, 630 retail and 286 public house.

125. DISTILLERIES.—At the end of the year there were 17 distilleries in operation throughout the Union in spite of production being restricted by the high cost and scarcity of raw materials.

126. The materials used mainly were molasses, gula malacca, pulot rice, ragi and rice flour, but maize, pineapples, tapioca and sweet potatoes were also used.

127. The total excise duty collected for the period under review amounted to $2,233,047.97, and the total quantity of liquor released was 156,813 gallons.

128. The licence fees for the Union were brought into line with effect from 1st January, 1947, and the fees increased.

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129. MATCH FACTORIES.—The excise duty collected on locally manufactured matches in 1946 amounted to $56,460.84.

130. There were three match factories functioning in the Malayan Union in spite of production being hampered by shortage of chemicals.

131. OPIUM AND CHANDU.—A fundamental change in Government policy took place on the publication on 1st February, 1946, of the Opium and Chandu Proclamation.

132. This Proclamation made it illegal to smoke or possess any opium or chandu, or to possess a chandu pipe or smoking apparatus. The Japanese had disposed of existing stocks of packed chandu immediately prior to the liberation, which had been distributed over the country in large quantities. Illegal consumption of those stocks therefore continued after prohibition was introduced.

133. LEGISLATION.—During the period under review was enacted the following pieces of legislation of interest, relating to the control of Malayan Union commerce:

Prohibition of Export (Plantation Rubber Latex) Order, on 11th April, 1946, prohibiting the export of rubber and rubber latex except to the Island of Singapore.

On 27th May, 1946, increased import duty on intoxicating liquors, tobacco, cosmetics and perfumery.

Customs Duties (Penang Island) Order, 1946, on 31st May, 1946, cancelling all import duties on all goods imported into Penang Island excepting intoxicating liquors, tobacco and Petroleum including kerosene, kerosene substitutes and all export duties on all goods exported from Penang Island with effect from 1st June, 1946.

During June and July several enactments prohibiting the export except under licence of a wide variety of items from the Malayan Union from livestock to drugs, and similar enactments controlling imports were brought into force in August.

134. PADI PURCHASE SCHEME.—At the beginning of the year the Supplies Department merely took over the rice from the mills and was not responsible for the purchasing of padi. The system was altered at the end of the year when the Supplies Department became responsible for licensing padi buyers, making the necessary purchases, collecting padi, transporting it to the mills and collecting the subsequent rice and offals.

135. This rice is taken into stock and issued against the ration. During the 1945/46 season the price of padi was $3.60 per picul ex field or $4.40 at mill door. To encourage the padi planters to bring their padi to Government they were sold such textiles as were available to the department at controlled price at a yardage rate commensurate with the quantity of padi sold. This method undoubtedly had the effect of bringing in more padi and a final total of 403,532 piculs was obtained.

136. During the year as a result of various meetings the price was raised to $5.20 ex field on 8th July, 1946, to $9.20 ex field on 6th November, 1946, and finally to $19.20 ex field

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with effect from 1st January, 1947, the price at mill door being 80 cents higher in all cases. It was considered that this inducement was essential to enable Government to get in hand as much padi as possible.

137. The Supplies Department was also made responsible for the licensing of padi purchasers and purchasing padi ex field.

138. There are seven Government Rice Mills throughout the Peninsula with a milling potentiality of 25,422 piculs of rice monthly.

139. PALM OIL.—At the beginning of 1946 the Government bought 2,000 tons of Red Palm Oil for sale for feeding purposes. The sale, collection and distribution was the work of the Supplies Department. It became clear, however, that the oil was not generally acceptable to the population; the oil has now been sold for conversion to soap which will be returned to Malaya as part of her soap allocation.

140. REGISTRATION OF COMPANIES.—The Registrar of Companies resumed registration on 4th July, 1946, but before this could be done, a unified law for the Malayan Union had to be drawn up and enacted.

141. The Companies Ordinance, 1946, provides for the extension of the provisions of the Straits Settlements Companies Ordinance, 1940, throughout the Malayan Union and the repeal of the former Companies Legislation in all territories now comprised in the Malayan Union.

142. The Companies Ordinance, 1940, is based on the English Companies Act, 1929, and was the most recent of the local Ordinances.

143. Winding-up Rules under the Companies Ordinance, 1940, were drafted and came into effect on 9th October, 1946.

144. The total number of Companies on the register at the end of the period under review was 917 as compared with 1,332 in 1940.

145. It is perhaps interesting to note that while the registration of local Companies has increased since 1940 by 59, registration of foreign Companies has decreased by 374.

146. PRICE CONTROL.—From the time that records were started the price trend throughout the Union has appeared continually downwards. The average of a wide range of items in October, 1945, being $5\frac{1}{3}$ times the 1941 average as against $4\frac{1}{8}$ at the end of the year under review.

147. Higher prices of commodities are of course mainly due to the extreme shortage of goods in the Malayan Union and elsewhere, only secondarily are they due to increased manufacturing costs. A further attributive cause is the insistence of the public in buying a particular brand which it prefers at whatever price is asked rather than altering its taste to suit what is on the market. There is no doubt that the amount of money available is out of all proportion to the quantity of goods available at reasonable prices.

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148. Price Control Legislation was introduced on 1st October, 1946, and at the end of the year the following commodities were subject to Control:

(*a*) Milk—Evaporated, Powdered and Sweetened Condensed.
(*a*) Milk foods.
(*a*) Bread.
(*a*) Rice other than 3 per cent.
(*a*) Sugar.
(*a*) Flour.
(*a*) Red Palm Oil.
(*c*) Cigarettes and Manufactured Tobacco.
(*b*) Textiles.
(*a*) Australian Imported Mutton.

NOTE.—
(*a*) These were price-fixed as well as being controlled.
(*b*) Relief supplies of these allotted to employers for distribution to employees were price-fixed; other textiles were not.
(*c*) Though controlled these were not price-fixed.

CHAPTER VI.

PRODUCTION.

149. The main industries of the country are padi, rubber, mining, coconuts and oil palms, pineapples, miscellaneous agriculture and fishing and until claims for war damage are registered and assessed it is difficult to formulate an exact estimate of the extent and effect of the occupation on Malaya's output.

150. PADI.—The acreage and production of padi for the years immediately preceding the war and the 1945/46 season with the estimates for 1946/47 are given in the table below. The shrinkage of acreage was due to some extent to the Japanese policy of requisitioning padi but also to the attractions of alternative but less arduous methods of obtaining a living. The yield per acre is considerably lower than pre-war years due to the loss of high yielding pure strain seed, a deterioration of drainage and irrigation and also to the drought experienced in August and September. It is, however, anticipated that the yield in the 1947-1948 season will reach the pre-war level.

Year.	WET PADI.		DRY PADI.		TOTAL.	
	Acreage.	Yield (Gantangs).	Acreage.	Yield (Gantangs).	Acreage.	Yield (Gantangs).
1937 ...	693,550	206,256,000	46,490	6,354,000	740,040	212,610,000
1938 ...	682,120	193,240,000	44,550	6,020,000	726,670	199,260,000
1939 ...	704,390	218,604,000	48,850	8,805,000	753,240	227,409,000
1940 ...	721,580	211,077,000	63,870	10,593,000	785,450	221,670,000
1941 ...	742,600	204,473,000	77,880	11,451,000	820,480	215,924,000
1946 ...	684,005	143,303,000	105,635	6,577,000	789,640	149,880,000
1947 ...	729,630	172,969,000	100,000	7,500,000	829,630	180,469,000

Conversion: to convert gantangs padi to tons rice divide by 666.

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Preparing the ground for padi.

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Ploughing Padi Fields.

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151. The effects of the occupation on other industries can be broadly summarised as follows:

RUBBER.—

(1) Somewhere around 2½ per cent. of the plantation rubber has been lost either as a result of the direct cutting down of the trees or due to inattention of young budded or clonal seed trees which had not had time to establish themselves. The loss was not evenly distributed. Some estates were practically unaffected while in other areas complete estates were cut out for food production.

(2) The loss of buildings, particularly factories and European houses, by direct destruction was on a very large scale. Looting of machinery and equipment during the confusion following the Japanese occupation, and again at the liberation, was widespread while the accommodation for labourers, sanitation and malaria control measures suffered from neglect.

(3) There was considerable increase in lallang and other noxious growths which have to be eradicated before estates can return to the pre-occupation level of efficiency. Here again, the incidence was uneven, some estates being relatively free while in others the density of the undergrowth was considerable.

(4) In addition to the above commitments, which involve direct expenditure estimated to be at least $200,000,000, the industry has suffered other losses such as stocks on the estates in 1942, interruption of economic maintenance during the war years, reduction in quantity and quality of the labour force and so forth. The only set off against these losses is the flush yields at present being obtained from the trees as the result of resting during the occupation. Normally speaking, rubber untapped is rubber lost since the trees continually replace the latex drawn off. The trees can, however, store a small crop but a rest period lasting three or four years has little result on the subsequent yield.

(5) One of the most important long term effects of the war will arise from the fact that modernisation of the industry by new planting, or replanting, with clonal seed or bud grafted material, giving yields of about three times the ordinary trees, was suspended during the occupation while the average age of the trees has been raised. Thus by December, 1946, approximately 70 per cent. of the rubber trees of Malaya will be over 21 years old while only 12.7 per cent. of the total acreage is planted with high yielding material. The economic life span of the tree is, as yet, unknown as it depends on the soil, fertilisers used, tapping treatment and so forth but although estimates as high as 50 years have been made it is generally agreed that the tree reaches its zenith between 13 and

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17 years after which productivity rates commence to decline. There can be little doubt that if the Japanese occupation had not intervened the industry would have been pitched to a greater degree of efficiency than it is at present.

(6) As a result of the war, the industry has to face a greater degree of competition from substitutes than in pre-war years. The denial of the Malaysian rubber production to the Allies resulted in an expansion in the American and Canadian synthetic capacity from some 10,000 tons at the end of 1940 to an estimated 1,145,000 tons towards the conclusion of hostilities in Europe. Some idea of the magnitude of this achievement can be obtained when it is remembered that total exports of rubber from producing countries in the record year 1941 was 1,500,000 tons while U.S.A. absorption of natural rubber in the same year was 775,000 tons.

152. In spite of the formidable difficulties the rubber industry has rehabilitated itself very rapidly and, as the table below shows, production of rubber by the end of 1946 exceeded the average monthly figure for the record year 1941.

Production.	Smallholders (long tons) (Estimated).	Estates (long tons).	Total (long tons.)
August, 1946	27,655	17,585	45,240
September, 1946	24,373	18,859	43,239
October, 1946	24,714	22,489	47,203
November, 1946	29,173	23,389	52,562
December, 1946	28,622	24,727	53,349
Average monthly production, 1941	—	—	50,000

Both estates and smallholders finished the year with considerable unused capacity a part of which at least is being progressively brought into production.

153. Tin Mining.—With the exception of the smelting industry, the capacity of which has only suffered from neglect and bad management, the effect of the war on tin production has been much more serious than on rubber. During the withdrawal in 1941/42 the scorched earth policy resulted in many of the dredges being sunk while in the case of the gravel pump and hydraulic mines a considerable amount of damage was done by the retreating forces, particularly to the oil engines which were used extensively by Chinese miners. Of the serviceable machinery which remained, much was requisitioned by the Japanese and used for purposes other than mining while the equipment which was put back into operation was poorly maintained due to a large extent to the shortage of lubricating oil. Moreover, between the time of the Japanese surrender and the British forces obtaining a firm control of the country, looting of equipment took place on

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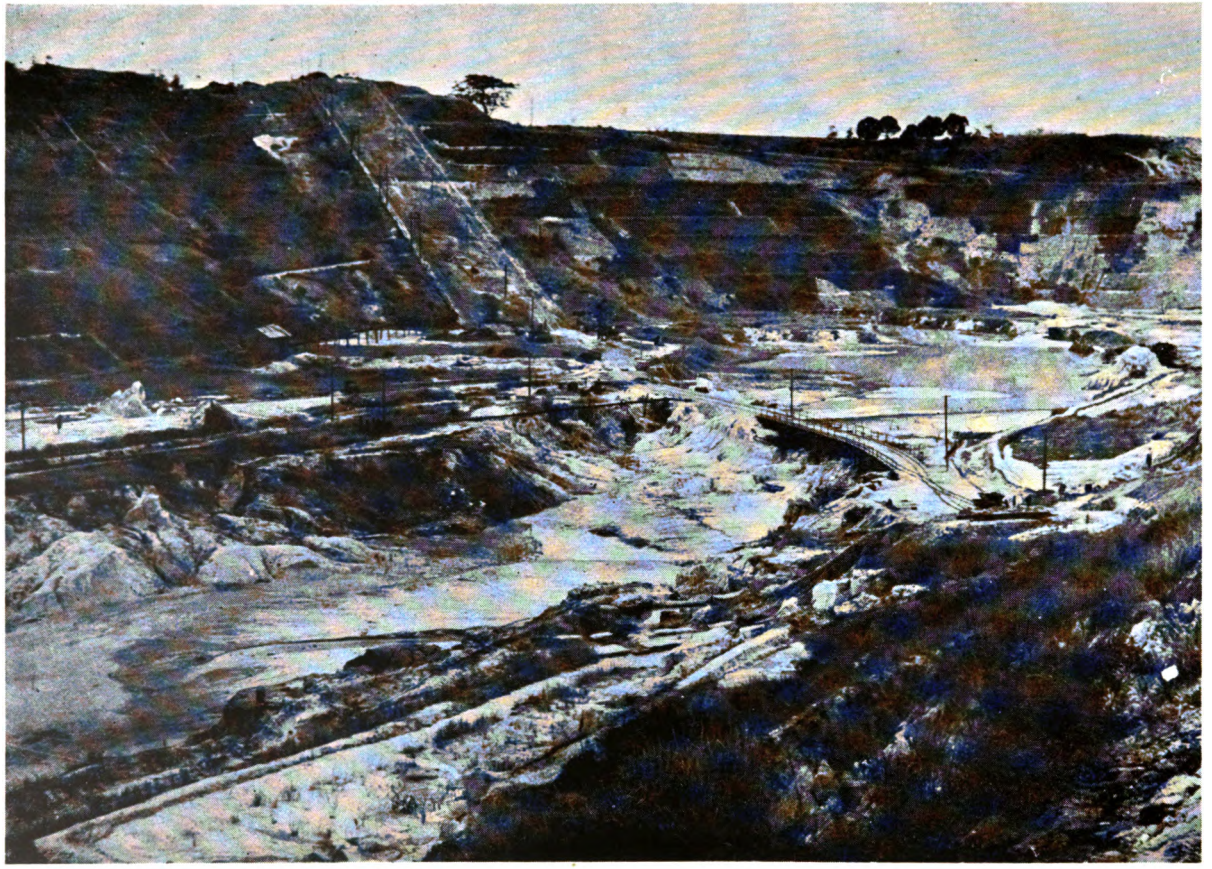

Open Cast Tin Mine, Selangor.

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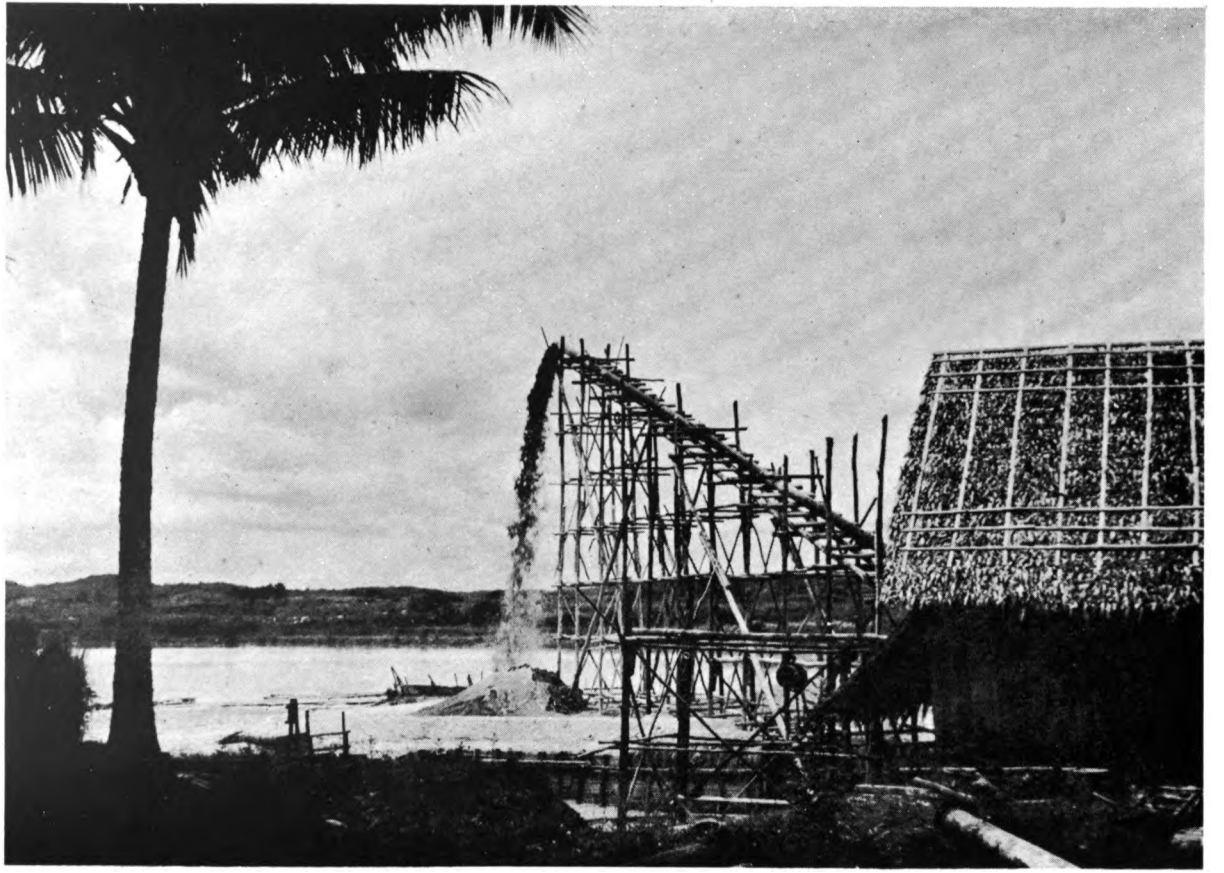

Tin Gravel Pump.

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a large scale. As a result of all these factors, the bulk of the machinery was found to be either unserviceable or inefficient. An indication of the scale of the destruction and its effect on output are given in the Tables below. It was estimated in the early days of the liberation that it would cost between $70,000,000 and $75,000,000 to rehabilitate the industry to a productive capacity of 74,000 tons per annum. The industry has not only had to meet labour difficulties similar to rubber but is also being hampered by delays in machinery deliveries and in the third quarter of this year, by a shortage of fuel, due to the output of the Malayan Collieries falling to about 33⅓ per cent. pre-war level and the general world coal supply position.

Year.	Categories of Mines in Operation.			
	Dredging.	Gravel Pump.	Hydraulic.	Other Methods.
1939	73	538	33	250
1940	72	733	34	182
1941	74	668	31	160
Dec., 1946 ...	18	102	23	73

Year.	Production of Tin (in long tons.)
1939	44,627
1940	80,651
1946	8,432

The only item on the credit side is that the low output under the Japanese regime has saved the tin fields from the intensity of operation which took place, during the war, in Bolivia, and the life has been correspondingly extended. As far as can be ascertained the production of tin-ore during the occupation is given in the following Table. As the assay value of the ore is unknown it is not possible to estimate the tin equivalent.

Year.	Tin-ore. (Long tons.)
1942	21,873
1943	36,111
1944	13,048
1945	4,380

154. Coal.—The only coal mine in the country is situated at Batu Arang about thirty miles north of Kuala Lumpur. The coal is sub-bituminous in nature, has a high moisture content inherent in the coal itself and a calorific value of 9,600 B.T.Us. Nevertheless the coal can be used for railways, power stations, tin mines and other industrial purposes, while experiments since the liberation have indicated that it may possibly be satisfactory for bunkers in coastwise shipping. The average monthly production of the mine for the period 1937-1941 and for July, August and September, 1946, is given below. In common with other mining enterprises the company's machinery suffered severely during the occupation and cost of replacement is estimated to be about $4,000,000. The Japanese kept the mine running at reduced output—production during the occupation period is put at 1,346,032 tons—but a considerable amount of

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equipment was moved elsewhere. Prior to the liberation the Colonial Office ordered on behalf of the company machinery to a value of just over $1,000,000 and this equipment together with assistance rendered by the army enabled production to be raised to 26,000 tons in July. Unfortunately, severe flooding has resulted in a fall in output but once these difficulties are overcome it is hoped to approximate once more to the July figure. New machinery designed to raise production to 2,500 tons per day as against the pre-war 1,900/1,950 tons per day and estimated to cost $3,000,000 is being ordered in the United Kingdom, but it is unlikely to be fully installed until 1949. At the increased output, the estimated life of the mine is approximately 60 years.

Year.	Average monthly production (tons.)
1937	52,412
1938	39,827
1939	36,752
1940	65,126
1941	57,219
1946	18,723

155. IRON.—Prior to the occupation iron-ore was mined entirely by the Japanese and all except a negligible proportion of the output was shipped to Japan. Exports for the period 1938-1940 are given below:

Year.	Exports of Iron-ore.	
	Tons.	Value ($)
1938	1,615,176 ...	—
1939	1,939,850 ...	—
1940	1,935,314 ...	9,101,614

Since the liberation the mines have not been worked and the machinery, which has deteriorated very considerably compared with pre-war years, is being safeguarded by the Custodian of Enemy Property. Attempts to influence non-Japanese companies to consider production have so far met with little success.

156. GOLD.—Production in 1939 amounted to 40,283 ozs. troy valued at $2,457,045 of which 29,159 ozs. were recovered from lode workings and 11,124 ozs. from alluvial deposits. Output for 1946 only amounted to 445 ozs. due to the destruction of equipment during the occupation period. The Raub Australian Gold Mining Company Limited, by far the largest producer, has estimated that it will take $1,250,000 to bring their mine back into production.

157. BAUXITE.—Prior to the war, was mined by the Japanese and the 1940 exports amounted to 58,386 tons valued at $311,523. There has been no production of this mineral since the liberation but certain companies are showing interest in it and it is hoped that production will be resumed in the not too distant future.

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158. MANGANESE.—The estimated production of manganese ore for Jan.-Sept., 1941, was 3,635 tons.

159. WOLFRAM was mined on a small scale but the present market situation has not encouraged miners to restart although as soon as markets are available the former figure of 34 tons per month can be reached. Scheelite, another tungsten ore, was not mined in 1946. The production for Jan.-Sept., 1941, was 13 tons.

160. PALM OIL.—The acreage planted with oil palms in 1940 was approximately 78,000 and the Table below gives the production of palm oil and kernels for 1946 compared with 1939 and 1940. In almost all cases the machinery, which represents a greater proportion of total capital than in the case of rubber, was destroyed, looted or damaged while the undergrowth and condition of the palms was very much worse than in the case of rubber plantations. Of the 49 oil palm estates in production before the occupation, only 23 estates have been in a position to resume operations and the rehabilitation of the industry is expected to cost about $10,000,000.

Year.	Palm Oil. (Tons).	Palm Kernel. (Tons).
1939	57,373 ...	10,172
1940	57,972 ...	9,611
1946	11,756 ...	932

161. COCONUTS.—The area under coconuts in 1940 was estimated at 600,882 acres and the net exports of copra and coconut oil from 1935 to 1940 are given below. From this Table it can be seen that net copra exports of 111,753 tons in 1935 had changed to a net import of 9,905 tons in 1940 while the export of coconut oil had correspondingly increased from 35,910 tons to 69,446 tons. It is considered that the areas under coconuts have not suffered to any great extent under the occupation but at the present moment it is impossible to estimate copra and coconut oil production as compared with pre-war years. The export of both copra and coconut oil is controlled and is very small and it is almost certain that production of both products has declined. Less interest is being shown in copra than formerly and practically the whole production is sold to the local oil mills of which a large number is in operation. It is probable that fresh nut consumption has increased considerably with the shortage of other supplies. There is an increase in the manufacture of coconut sugar while coconut oil is being used to a certain extent as a luminant.

Year.	Copra.		Coconut Oil.	
	Tons.	Value. $	Tons.	Value. $
1935 ...	111,753 ...	9,519,726 ...	35,910 ...	4,844,671
1936 ...	76,680 ...	8,235,070 ...	46,504 ...	7,643,849
1937 ...	75,592 ...	9,207,112 ...	39,762 ...	7,630,993
1938 ...	68,754 ...	5,668,619 ...	49,140 ...	5,594,800
1939 ...	34,420 ...	3,321,422 ...	61,360 ...	7,133,925
1940 ...	9,905 ...	990,568 ...	69,446 ...	8,291,617

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162. PINEAPPLES.—At the end of 1940, there was a total area of just over 60,000 acres under pineapples with 20 registered pineapple factories. The following Table gives the gross exports of canned pineapples in cases from 1937 to 1940. The product was marketed at a cheap price and the bulk of the exports went to the United Kingdom. The large area under pineapples was neglected during the Japanese occupation and most of it has reverted to secondary jungle. At the present time the area under pineapple for canning purposes is estimated at between 2,000 and 3,000 acres or less than 5 per cent. of the 1940 figure. Moreover, during the occupation some of the factory buildings, but more particularly the machinery, were damaged and it is estimated that it will cost between $3,000,000 and $5,000,000 to bring the industry back to its former level.

Year.	Cases.	Value.
		$
1937	2,595,734 ...	8,825,551
1938	2,351,006 ...	7,262,851
1939	2,725,279 ...	9,928,416
1940	1,543,492 ...	8,435,768

163. TEA.—The area under tea in 1940 was estimated at 8,898 acres and estate production in terms of made tea, for the period 1937-40 and an estimate for 1946, is given in the Table below. During the occupation the areas suffered from neglect and, in the lowland areas in particular, are now largely covered with secondary jungle. The tea bush is, however, quite sturdy and in most areas has survived the neglect. With one exception, factories and machinery have been extensively damaged and the cost of bringing the industry back into production on the pre-war scale will be about $2,000,000. The estimated production of highland tea for 1946 is 250,000 lbs. against 750,000 lbs. in 1940, but lowland production is estimated to be only 66,000 lbs. against 826,000 lbs. in 1940.

Year.	Production.
	Lbs.
1937	1,001,071
1938	1,211,306
1939	1,573,854
1946	316,000

164. OTHER FOOD CROPS.—The following Table gives a comparative statement of acreages under other food crops as at the end of 1940 and 1946. It will be seen that nearly all crops show a substantial increase over the 1940 figures partly due to

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Chinese Woman Tapper Collecting Latex.

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Malays Digging Irrigation Ditches on Rubber Estate.

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a greater growing of food under the Japanese regime as a result of the food shortage but also due to the intensive grow more food campaign which has been pursued since the liberation.

Crop.	December, 1940.	December, 1946.
	Acres.	Acres.
Tapioca	46,292	58,711
Sweet Potato ...	12,366	22,483
Sago	6,976	6,385
Sugar Cane ...	3,251	9,261
Groundnuts ...	2,054	1,951
Maize	8,369	2,059
Yams	1,895	1,066
Colocasia	2,938	4,342
Ragi	181	1,389
Soya Beans ...	188	238
Pulses	—	599
Market gardens ...	25,406	17,346
Pineapples ...	60,157	13,813
Bananas	45,728	67,995
Total ...	215,765	207,638

165. FORESTRY.—The plan for the treatment of inland forest areas in Malaya for intensive management was thrown completely out of gear by the neglect of regeneration, the uncontrolled exploitation of reserves, and the destruction of large areas of forest for food cultivation during the occupation. The damage was most extensive in the regenerated and part-treated areas of the accessible lowland forests. A fresh plan, taking these factors into consideration and prescribing for the reforestation of devastated areas, will have to be drawn up. The areas of forest destroyed for food production cover types varying from the easily treated clear-fellings without burning, to the difficult degraded soils exhausted by over-cropping. Erosion is evident on all the steeper areas.

166. REGENERATION.—Early steps were taken to reintroduce systematic regeneration operations in all reserves under working, and fair progress was made. The unrestricted fellings of the occupation years were stopped and controlled workings were once more enforced. A start was made with cleanings in regeneration areas, but the high cost of labour, combined with difficulty over food supplies, restricted these operations. The total area of regenerated forest at the end of the year was 30,155 acres, and the total of reserve forests was 10,842.4 square miles which is 21.3 per cent. of the whole country, with a total boundary line of over 8,000 miles.

167. From this area over 13,000,000 solid cubic feet of timber round and sawn has been turned out and also fuel to the equivalent of 27,000,000 solid cubic feet of round timber.

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168. There was a total extraction from all forests of 13,917 piculs of Damar and Jelutong valued at $68,214. There was also an extraction of Bamboos, Nipah, Rotan and Wood Oil to the value of $32,095.

169. TIMBER.—Throughout the year there was a heavy and continuous demand for timber. The earlier requirements were principally for Military works, such as camps, and for Government, the Railway and Public Works Department being the main consumers. Later the demand for rehabilitation work on mines and estates became more evident. The total outturn for the nine months covered by this report was 11,272,046 cubic feet of logs and 2,146,128 cubic feet of sawn timber, equivalent to a total of 15,566,302 cubic feet round. When comparing this total with 18,736,551 cubic feet for a similar period in 1939, the post-war shortages in sawmill equipment, dragging buffaloes and road transport have to be borne in mind.

170. FIREWOOD.—Destruction of the more accessible areas of forest, together with shortage of road transport, resulted in a sharp rise in the price of domestic firewood in the larger towns. As a check measure, the Forestry Department opened firewood depôts in Kuala Lumpur and Ipoh, and a third was being organised at Penang. These depôts had a marked steadying effect on the general market. In the latter part of the year, as a result of shortage of coal, there was a rapidly expanding demand for firewood for the steam powered tin dredges and the Railway for branch line and shunting locomotives.

171. Timber of all categories including firewood and charcoal were exported to the extent of 71,548.28 tons valued at $2,816,030.

172. SAWMILLS AND WOOD USING INDUSTRIES.—At the end of the year there were 110 sawmills in operation and the output from all mills was estimated at 4,231,500 cubic feet.

173. The plywood factory belonging to the Malayan Collieries Ltd. was partially dismantled and allowed to get into a state of extreme disrepair during the latter part of the Japanese occupation and has not since been put into operation. A fairly large plywood factory plant was constructed by the Japanese at Muar, but the machinery, which was mainly French has been claimed by the original owners. Two very small home-made plywood plants constructed during the occupation, worked spasmodically and ineffectively. Three match factories were in production on a restricted scale by the end of the year and a fourth factory was being reconditioned. The Railway had a pressure plant for sleeper impregnation on order, but it had not arrived by the end of the year. This plant will have a capacity of up to 300,000 sleepers a year.

174. FISHERIES.—During the Japanese occupation the fishermen of Malaya were deprived of supplies of the two essential raw materials of the industry—cotton and rami, as a result of which the industry sank to a low level. Attempts were made to improve and substitute, but in the main they proved unsatisfactory. The fishermen, who are a very conservative community, have clung jealously to their pre-war nets, lines and sails and were very hard hit.

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175. The total quantity of fish landed is estimated at 40,000 tons as compared with a pre-war average of 85,000 tons.

176. In comparison with Singapore, where the industry was booming, the industry in the Peninsula was in a sad plight, having been drained of fish to supply Singapore. Towards the end of the year prices for fish had risen to 1,000 per cent. of the 1941 prices. The contributory factors towards this rise, apart from shortage of ice, and high cost of fuel oil, were limitations of transport and general lack of boats and gear. Further, there were two particular factors, viz. (*a*) Speculators had chartered ex-enemy property powered boats and obtained provisional fishing boat licences for them, on the policy of "produce more food": with these boats they had been going to sea, and had bargained for the fish at the source, forcing up the wholesale price and taking the trade out of the hands of the old established fish dealers; (*b*) fish was being purchased by the Forces, for consumption by the Forces, in very large quantities.

ANIMAL HUSBANDRY.

177. CATTLE.—There has been a general reduction in the numbers of oxen and buffaloes throughout the country notably in Pahang and in the western States of the Peninsula in which the larger towns, with their meat-consuming public, are situate. In pre-war days these western States with the exception of Kedah in the North were unable to meet their individual requirements in respect of slaughter cattle and had thus to rely to a large extent on foreign importations for their supplies of beef cattle. During the occupation imports from abroad ceased and the western States, in common with the rest of the country, were therefore compelled to live on their own resources. An attempt was made by the Japanese to increase the breeding stock from Kedah which in pre-war days was not only self-sufficient in respect of cattle supplies but also had a small surplus available for export. Due to the acute meat shortage the majority of these transferred breeding cattle were eventually slaughtered for food, and the final result of the transfer policy was not only a decrease instead of an increase in the number of cattle in the southern States, but also a considerable reduction in the cattle-breeding potential of Kedah. In the States of Kelantan and Trengganu on the eastern side of the Peninsula the reductions in the numbers of cattle are insignificant since these States on account of their geographical situation and the consequent transport difficulties were not called upon during the occupation to furnish livestock for the western States. Following the liberation many Indian owners of cattle desirous of returning to India after an enforced absence during the period of the war sold off their entire herds including young animals. These cattle were largely purchased by butchers who, owing to the general scarcity of cattle were glad to purchase stock of any sort for slaughter purposes. The net result of these occupational and post-occupational factors has been an overall reduction of about 17 per cent. in the numbers of oxen and of approximately 22 per cent. in the numbers of buffaloes compared with a representative pre-war year, with the actual reduction in numbers largely confined to the more western States of the Union and Pahang.

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178. SHEEP.—The total number of sheep in the country, now comprising some 23,000 head, has always been small and locally bred sheep did not, therefore, even in pre-war days, contribute materially to the market mutton supply; the latter, in the case of the larger towns, being met by importation of sheep from Australia.

179. Some 17,000 of these locally bred sheep are located in Kelantan and Trengganu where they furnish mutton for the inhabitants of these States. Figures collected since the liberation show that in these two States there has actually been a slight increase, amounting to some 500 head, in the number of sheep bred, but in the western States on the other hand where there were some 15,000 sheep in pre-war days the number has fallen to 6,000 head due to increased slaughter for food purposes during the period of occupation, showing a reduction of 60 per cent. on 1939.

180. GOATS.—Prior to the war the goat population was fairly evenly distributed throughout the different States of the Union and totalled in 1939 some 300,000 head. The figure to-day is 129,000 head, a reduction of approximately 57 per cent. This fall in the goat population is the direct result of the occupation when goat supplies from the Netherlands Indies and sheep supplies from Australia were cut off, and large numbers of goats both male and female had therefore to be slaughtered to meet the mutton needs of the town populations. The actual reduction in numbers has been general throughout all the States of the Union with the exception of Kelantan.

181. SWINE.—Prior to the war the Union was self-sufficing in its pork requirements and also exported a fair number of swine to help meet the pork requirements of the Singapore market. Increased slaughter during the occupation combined with the necessity of conserving all manner of food-stuffs of human consumption with the consequent difficulty in obtaining suitable and adequate food supplies for pigs has resulted in a fall in the numbers of these animals from some 599,000 head in 1939 to 252,000 head in 1946, a reduction in numbers of approximately 58 per cent.

182. With the resumption of the import trade in sheep from Australia and the anticipated increasing availability of concentrates for swine feeding it is considered that both the goat and the swine populations will rapidly increase. The position in the case of cattle is, however, less encouraging, since in Malaya these are relatively slow maturing animals and there is at present little prospect of obtaining cattle imports from pre-war or other sources of supply in anything like adequate numbers to meet the country's requirements in respect of fresh beef. Rehabilitation in the case of cattle, which even in pre-war days were hopelessly inadequate for the country's requirements, will therefore be a long and arduous process.

183. In pre-war days the supply of locally bred animals for the requirements of the meat markets had to be supplemented by importations from abroad of 14 per cent. of cattle, 95 per cent. of sheep and 22 per cent. of goats.

184. Due to the general animal shortage all classes of meat are in short supply and high in price.

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185. With a view to accelerating the rehabilitation of the country's livestock, efforts have been made during the year to develop a large pre-war livestock station at Kluang in Johore, which had been abandoned during the Japanese occupation. Two other animal husbandry stations were opened during the latter half of the year in the States of Kedah and Pahang. The primary policy at these stations is to maintain and breed the Malayan water buffalo, the Malayan ox and the Murrah milch buffalo. These animals are already established in the country although initial purchases have had to be made at prices greatly in excess of those obtaining in pre-war days.

186. Animals in Malaya are used for meat and milk production in addition to being required for agricultural and transport purposes and it is therefore imperative that the livestock population be urgently increased to meet these requirements.

INDUSTRY.

187. Malaya is not a country lacking in established industry, or incentive to increase it, or enterprise and ability to undertake its further development. It has long passed the state when industrialisation can be regarded as a desirable means of raising the standard of living of an agricultural population. The proportion of workers engaged in industry is already higher than that in some European countries and probably higher than in almost any tropical territory.

188. Large Scale Westernized Industries.—These, except for a few limited Companies locally registered, depend on capital from Europe and America and are directed there.

189. Most of these industries are now in a fair way to recovery and their chief need is finance to complete it. Compensation for war losses will, it is hoped, be adequate for rehabilitation but in the meantime cash is needed to carry on until payments are made. To provide this, consideration is now being given to a loan scheme generally applicable to all industry. The tin industry, in view of the urgency of restoring plant destroyed, has been treated independently in advance of the general scheme. The major problem apart from rehabilitation is the future of rubber estates planted with aged rubber of low productive capacity, many of which will find great difficulty in finding funds to carry on.

190. Large Scale Malayan Industry.—The chief units of this class are the oil mills, the rubber remilling plants, engineering workshops, shoe and tyre factories. Such industries use machinery freely, but are handicapped by lack of up-to-date technical knowledge. Their financial resources are often inadequate. They are usually owned by individuals or small partnerships, and limited liability companies with a public holding of capital are almost unknown. They readily undertake new types of industry but tend to over-trade, and without sufficient financial resources are slow to scrap obsolete plant. They still use a large amount of labour on processes which in the West are mechanized.

191. During the past year almost all of this type of industry has recovered without much assistance. The machinery had in some cases been removed and been used for their own purposes

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by the Japanese but was for the most part recovered or replaced by machinery found or manufactured in the country. The capacity of the local engineering shops for repairing and adopting old and damaged machinery is very encouraging. It has for instance been usually found possible to salve the large diesel engines used in the Chinese tin mines after four years under water, and to provide by local manufacture gravel pumps which are more satisfactory than those imported, in anticipation of the rehabilitation demand.

192. Great difficulty has in some cases been found in obtaining supplies of essential imported items of plant and raw materials. In most cases it has been possible to sponsor the provision through the various controls but there are still urgent needs unfulfilled, the most serious of which is fabric for tyres. There has never been in Malaya an accurate record of industrial production and it is not therefore possible to give anything more than a very rough estimate of how far the post-war rehabilitation has gone but it may be said with some confidence that rubber remilling factories, shoe factories, bicycle tyre factories and engineering plants were at the end of the year up to their pre-war production. Potteries have enjoyed a small temporary boom making latex cups and crockery in the absence of competing imports. Coconut oil mills and tapioca factories have been badly hit by export restrictions and are below pre-war figures. They will recover to these as soon as the export trade revives. Match factories have been slow to recover and there has been a large volume of cheap imports.

193. Pineapple factories have lost their business almost entirely owing to the reduction in acreage of fruit available for packing due to the depredations of the Japanese Armed Forces. Two months production of one factory, amounting to 15,000 cases weighing about 370 tons, was only worth $375,000.

194. Biscuit factories are receiving all the supplies of controlled flour and sugar which they can consume.

195. Small Manufacturing Industries.—These are responsible for a very large part of the output of manufacturing industry. The unit is usually a single proprietor working in an adapted shop or dwelling house using manual labour or simple power machinery and employing up to 50 labourers.

196. During the past year these industries have flourished. The absence of consumer goods gave them an opportunity which they have readily seized. High prices, ample supply of labour engageable at wages which this type of industry could afford to pay commensurate with the current cost of living and an ingenuity in the use of substitute materials ensured success. The outlook for 1947 is not so hopeful. Increasing supplies of imported goods will make many activities unprofitable and lower prices will mean lower profits which will react unfavourably on wages, resulting in inevitable discontent among labour.

197. Rural Industry.—Before it will be possible to assess the potentialities of rural industry in this country it will be necessary to undertake a comprehensive survey of the whole field viewed not so much from an anthropological or administrative view point as from that of the commercial investigator.

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198. Attention has tended to be focussed on native products of a type attractive to Europeans, such as silverware, sarong-weaving, fancy baskets and matting, and attempts have been made to push such industry as an export trade. One solid foundation for rural industries is the manufacture and distribution within Malaya of goods used in Malaya itself. The volume of this trade is quite unknown. Examples are the production of attaps in universal use, of matting of all types, the manufacture of the tools and implements of local use from boat building to parangs and changkol helves, of nets and net cords. A second is the bringing of natural produce to a state more suitable for shipment than it is at present. There is still a considerable production of wet lump rubber by the smallholders which must be remilled before it is fit for export. Much of the rubber which is exported without retreatment is sold to Chinese dealers whose cost of sorting and grading is about four cents per lb. without profit to themselves. Copra is still sold wet and ungraded. The production of a graded product packed and ready for shipment is obviously to be encouraged. There is a new prospect of a large increase in the shipment of rubber in latex form. Here is an opportunity for the smallholder, if he can be brought into the selling organisation in the right way, to secure a full price for the latex direct from the trees.

199. In all schemes for rural industry the question of the machinery and finance for development has to be faced. So far the only agency for such works has been the Co-operative movement. It has not, except on a very small scale, been able to provide either machinery or finance. The Co-operative Societies are small units, managed by their own members, and this is a vital principle. Such societies do not command the financial resources or experience which can hope to undertake successfully commercial transactions on anything but a restricted scale. The Co-operative Societies have achieved much success as thrift societies, but only a very small number have undertaken any marketing functions successfully.

SHORT TERM FOOD PRODUCTION.

200. In pursuance of its policy to encourage by every means possible the production of crops locally to off-set the continuing short supply of imported basic cereal, the Government has sponsored the development of eight farms in State land suitable for the purpose of promoting short term food crops. At the same time the cultivation of short term crops was encouraged throughout the Peninsula. In the States and Settlements by the end of the year 24,012.10 acres are reported to have been brought under cultivation.

CO-OPERATIVE SOCIETIES.

201. It is too early to attempt to give a detailed summary of the effects of the three and a half years of the Japanese occupation on Co-operative Societies in the Malayan Union. The books of too many societies still remain to be audited and too few societies have yet re-started. The Moratorium had not been lifted by the end of the year, and, as a result, many outstanding loans cannot be recovered. It is, however, possible to generalise broadly on the effect on societies in that part of the

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Malayan Union which lay previously in the Federated Malay States and Straits Settlements, wherein the policy of slow growth based on self-help has enabled the societies to come through the ordeal with their finances still strong and the confidence of the members enhanced.

202. (*a*) URBAN SOCIETIES.—The Thrift and Loan Societies were so strong that it is unlikely that the savings of members even of those societies which carried on during the occupation, will be in jeopardy. It is probable that in some societies, whose loan registers have been lost and whose loan bonds cannot be traced, some of the loan balances may have to be written off. But even allowing for this, there is still an adequate margin of safety.

203. Most societies of this type, with most of their funds invested in Trustee Securities, are financially stronger in 1946 than they were in 1941. It has been a matter of no little satisfaction to members who have lost nearly all their possessions to find that their savings in their Co-operative Societies are intact. Many of the societies have been able to pay dividends covering the period of the occupation, and this addition to income has proved most timely.

204. Many of the societies of this type are already doing new business and, as soon as the Moratorium is lifted, will be functioning as before the war. Full details of all societies should be available in next year's Annual Report.

205. In Kedah and Perlis, the position is more obscure, but societies of this type have suffered less than those of other kinds. The proportion of their funds on loan to members is higher than was the case in similar societies in the former Federated Malay States and Straits Settlements. Provided these loans can be recovered in full in Malayan currency the societies should be financially sound.

206. The shortage of goods, and the high prices demanded for necessaries by black market operators, have opened the eyes of many people to their defencelessness against being squeezed by retailers. The thoughts of many turned to Co-operative Stores, but only in three areas was there sufficient leadership to enable long term Co-operative Stores to be opened. That there is an economic need for Co-operative Stores is not in doubt, but it is still uncertain whether the clientele of the Co-operative Stores possesses that unswerving loyalty without which such stores have little chance of survival when prices are normal and uncontrolled and when credit is to be had for the asking. The bitterness of past experiences and the benefits of membership of the Co-operative Stores may develop sufficient lasting loyalty to enable Co-operative Stores to build a firm foundation for the first time in Malaya.

207. (*b*) RURAL.—On the arrival of the Japanese all rural societies except those in Kedah, Perlis and Selangor came to an abrupt stop.

208. During the years of the occupation economic conditions changed for the worse. These was no market for rubber. The requisitioning of padi with or without payment resulted in

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land being left uncultivated. Law and order could not be enforced and robbery was common. The stock of goats and poultry was greatly reduced. Transport became more and more scarce. The re-occupation found the smallholder with his clothing in rags, his house in need of repair, most of his goods and chattels gone and his health impaired. Some had sold their holdings in order to buy additional food. Law and order did not return at once, and in parts of Perak rural societies were afraid to meet.

209. It was against this background that Co-operative Officers with inadequate transport took up the task of re-establishing the Co-operative Societies. It was a difficult period, but by the end of the year much of the old confidence had been restored. The fact that the assets of most societies had been preserved intact had a big psychological effect, and the joint purchase of coagulant, kerosene and cigarettes convinced old members, and many new, that a Co-operative Society could provide amenities which were not available to the individual in isolation.

210. Prices of all rural products have been high, though the official purchasing price of padi in 1946 was considered by growers insufficient to attract more people to plant padi. Rival occupations were much more profitable. The announcement at the end of the year of the official price of $20 per picul for padi delivered at the mill has given a great impetus to padi planting. Granted an average crop, the new harvest should put societies composed of padi planters on their feet again. The price of rubber is a profitable one to the smallholder, and as soon as adequate supplies of coagulant become available, societies of small rubber planters should do well.

211. The future of coconut growers is more obscure but here again reasonable prosperity may be expected.

212. Subsidiary sources of income such as poultry, eggs and fruits are bringing in a much larger income than before the war. Even allowing for the fact that the prices of all commodities the smallholder must buy have gone up, it seems likely for some time that he will have a reasonable margin for saving.

213. The economic conditions for the resurrection of old and the establishment of new Co-operative Societies in rural areas appear good. There is, too, a wide-spread demand for new societies which has had to be postponed while old societies were being re-started. Altogether, the omens for rural co-operation in 1947 seem good.

214. The Director of Co-operation is now responsible for new areas in which there are no Co-operative Societies. There are no rural societies in Kelantan and no societies at all in Johore and Trengganu. Requests for aid have come from all three States, but there is no reserve trained staff available. During the past year there were no textbooks, no one free to do the training, and no accommodation in which to do it. Further, there was a dearth of good candidates for training. It takes years to make a good Co-operative Officer and the most urgent need at present is additional trained staff.

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215. (*c*) INDIAN LABOURERS.—The restlessness following the war, the shortage of rice and textiles, high prices, ill-health, bitter memories of the Japanese occupation and new political slogans have combined to disturb the harmony which previously existed in Malaya.

216. These factors are militating against the smooth running of Co-operative Societies amongst Indian labourers. There has been a wide demand for the repayment of savings but rarely is there any wish on the part of the labourers to close a society down. Members have been deeply impressed by the fact that their savings have been kept secure and made available to them when their need was greatest. The members have a great feeling of goodwill towards their societies, and the Co-operative Officers who have been their guides, philosophers and friends. One by one the societies are beginning to function again and there is every reason to expect that when conditions become more normal societies will resume their former activities.

217. It is perhaps appropriate to recall at this time that while Co-operative Societies in Malaya take no part in politics, they help to develop those qualities which are necessary if democratic government is to work successfully. One man, one vote, is the universal rule regardless of the amount of capital held. Committees receive their authority from the whole body of members who can remove them from office. By handling the finances of societies a sense of responsibility is developed. By solving their own problems on a basis of self-help the members look less to Government for aid and depend more on themselves. Through the organisation of thrift they make it possible to maintain a new freedom, the freedom from debt. In a year full of uncertainty, the Co-operative Societies provided a considerable element of stability.

CHAPTER VII.

SOCIAL SERVICES.

(Section 1)

EDUCATION.

218. One of the principal and by far the most disastrous occupation orders issued from the Headquarters of General Yamashita upon the capitulation of Singapore in February, 1942, was to the effect that the civil population of Malaya should be "screened" and that all potentially "dangerous" elements should be forthwith eliminated.

219. In the callous carnage which ensued a high percentage of victims were teachers of all races. The fall of Singapore marked the beginning of three and a half years of educational twilight throughout the country. Most of the rural schools were left

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untouched but did no work for some time. Largely, urban school buildings suffered, as they always do in war-time being used as barracks, stores and training centres and not infrequently as the Headquarters for the notorious Kempeitai.

220. The general Japanese policy was that vernacular schools for Malays and Indians should continue as before the occupation with Japanese teaching added to the syllabus. No Chinese schools were permitted but Government-managed Nippon-Go schools were instituted and attended by Chinese and other nationalities. The teaching of English was rigorously suppressed, leading to the development of ingenious camouflage instruction, undertaken at the great personal risk of the teachers concerned, until conditions became so unfavourable that enrolment gradually fell off.

221. It should be recorded that all the staff of the vernacular schools had an excellent record of loyal service, the few who openly welcomed the Japanese regime were not popular with their fellows and are now no longer in Government employ. A typical instance of this loyalty is that of Mr. P. G. Pamadasa, a teacher on the staff of St. Francis' Institution, Malacca. He was found to have disseminated wireless news among his friends. He was condemned to be hanged. In his cell on the night before he was to die he wrote:

> "I am writing this in my cell with manacled hands on the eve of my execution. I am no felon but a compatriot condemned to death for listening to the B.B.C. news and telling it to pro-British friends. I did this for two years until I was betrayed. The Japanese Military Police tortured and finally sentenced me to be hanged.
>
> I helped to keep up the morale of our people and there are many to say so. Had I lived I would have been rewarded. I have no regrets. It is sweet to die for freedom. My good brother Mahindasa ably backed me in this. I leave to the British Government to reward him suitably. I have always cherished British sportsmanship, justice and the Civil Service as the finest things in an imperfect world.
>
> I die gladly for freedom. My enemies fail to conquer my soul. I forgive them for what they did to my poor frail body.....to my dear old boys, tell them that their teacher died with a smile on his lips."

The light of the torch was never extinguished.....

222. Upon the re-occupation in 1945 it was passed on to those who came with the British Military Administration whose principal initial task was to off-set the *damnosa hæreditas* of Japanese malevolence which had resulted in weakening of moral fibre and the emergence of psychological problems among teachers and pupils alike unprecedented in the Malayan scene. It redounds to the credit of the tradition of the schools and to the character of the local staff that many of these difficulties were overcome and the habit of study revived. By the end of 1946 the total number of pupils throughout the Malayan Union in Government, Aided, Commercial, Private, Technical and Agricultural schools had reached the total of 404,319, more than the pre-war total.

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223. PRIMARY EDUCATION—MALES.—Primary education in English is given in the primary divisions of English schools which are part of the secondary school system. The only purely primary schools are the vernacular schools. Of these there is a large variety but the bulk of them are Malay, Chinese and Tamil. There are a few Telegu schools on rubber estates, a few Malayalam schools, a Gurkha school and four Punjabi schools. There was one Hindi school. Malay is the vernacular of the country while Chinese and Tamil are the languages of immigrants, though there are families speaking these tongues that have been settled in Malaya for generations.

224. There are no vocational primary schools, though some vocational training is given in certain Malay schools throughout the Peninsula, and notably in the Carpentry School at Kuala Trengganu and in two Carpentry Schools in Negri Sembilan.

225. ENGLISH.—The English schools are either purely secondary schools, secondary schools with primary divisions, or primary schools which are preparatory for and feeders of the secondary schools. Primary education in English is given in the first seven classes in these primary divisions or primary schools. English is the medium of instruction throughout.

226. MALAY VERNACULAR SCHOOLS.—The number of Government schools open in 1946 was approximately the same as in 1941, but the Japanese treatment of Malay schools was varied and inconsistent. Schools in the northern States appear to have carried on with difficulty but without persecution though elsewhere a large percentage of teachers were retrenched as in Johore and in Penang, where the Malay schools served as nothing more than places where children congregated. On the arrival of the British Military Administration there was everywhere an immediate revival of hope and a rush to enrol.

227. In 1946 there were in the Malayan Union 1,014 Government Malay schools for boys which was five less than in 1941, with an average enrolment of 122,481 and a percentage of attendance of 87.9 per cent. This is an increase of 5.9 per cent. on the enrolment figure for 1941. There were also 88 private schools registered with a total enrolment of 2,901.

228. Where there are no girls' schools, girls are admitted to the boys' schools where there is room for them. One of the most noticeable features of Malay education is the increasing number of girls in the boys' schools.

229. Where there are sufficient girls in a boys' school to warrant it, women teachers are, whenever possible, appointed to teach domestic subjects and to take the lower mixed classes. The new enthusiasm for co-education is evident; but the aim is to provide separate girls' schools wherever the number makes such provision economically sound. The average enrolment of girls in Government Malay schools was 14,857.

230. Attendance is compulsory for Malay boys of school age in most areas—but there is little necessity for compulsion and the problem is rather one of accommodation for the large number of pupils seeking admission. Education at Malay schools is free. School buildings, staff, equipment and books are all provided by

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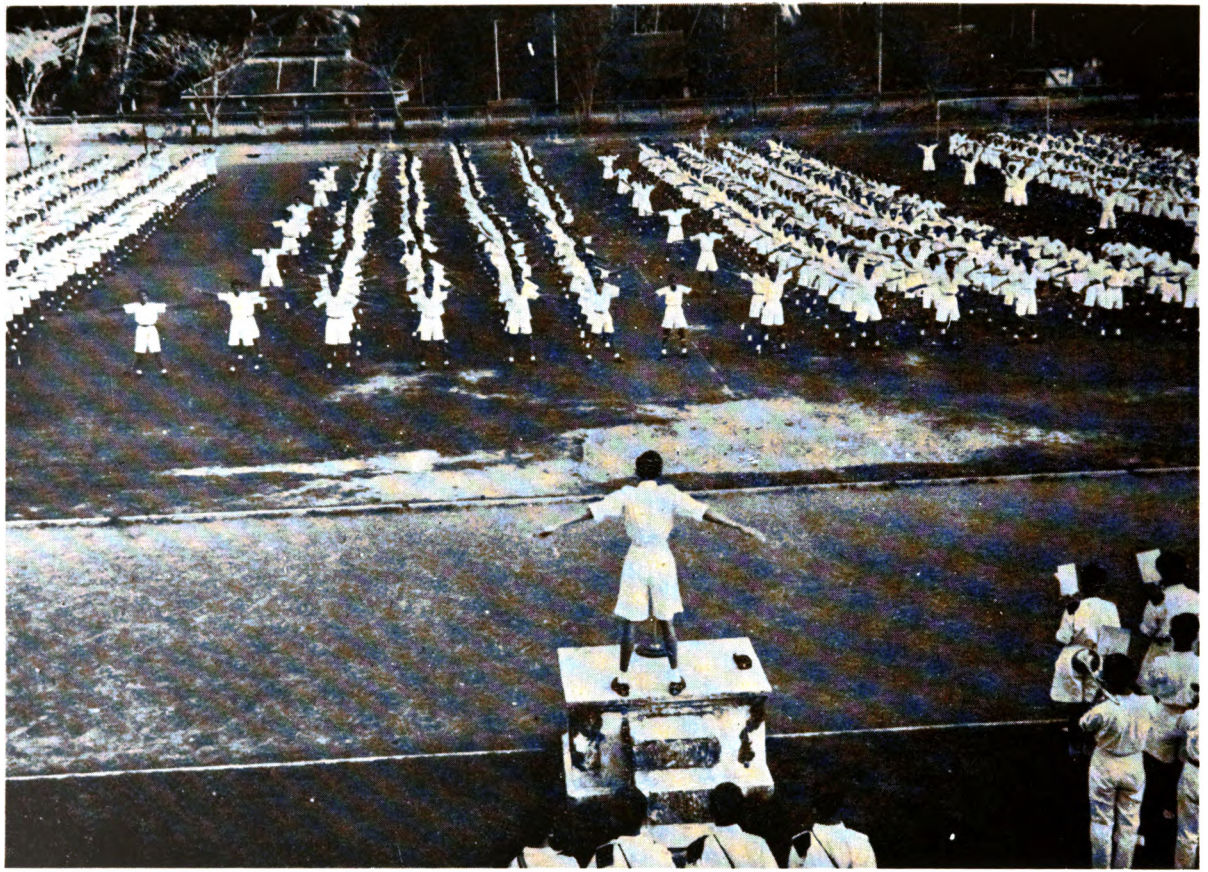

Chung Ling High School, Penang: Boys at Physical Training.

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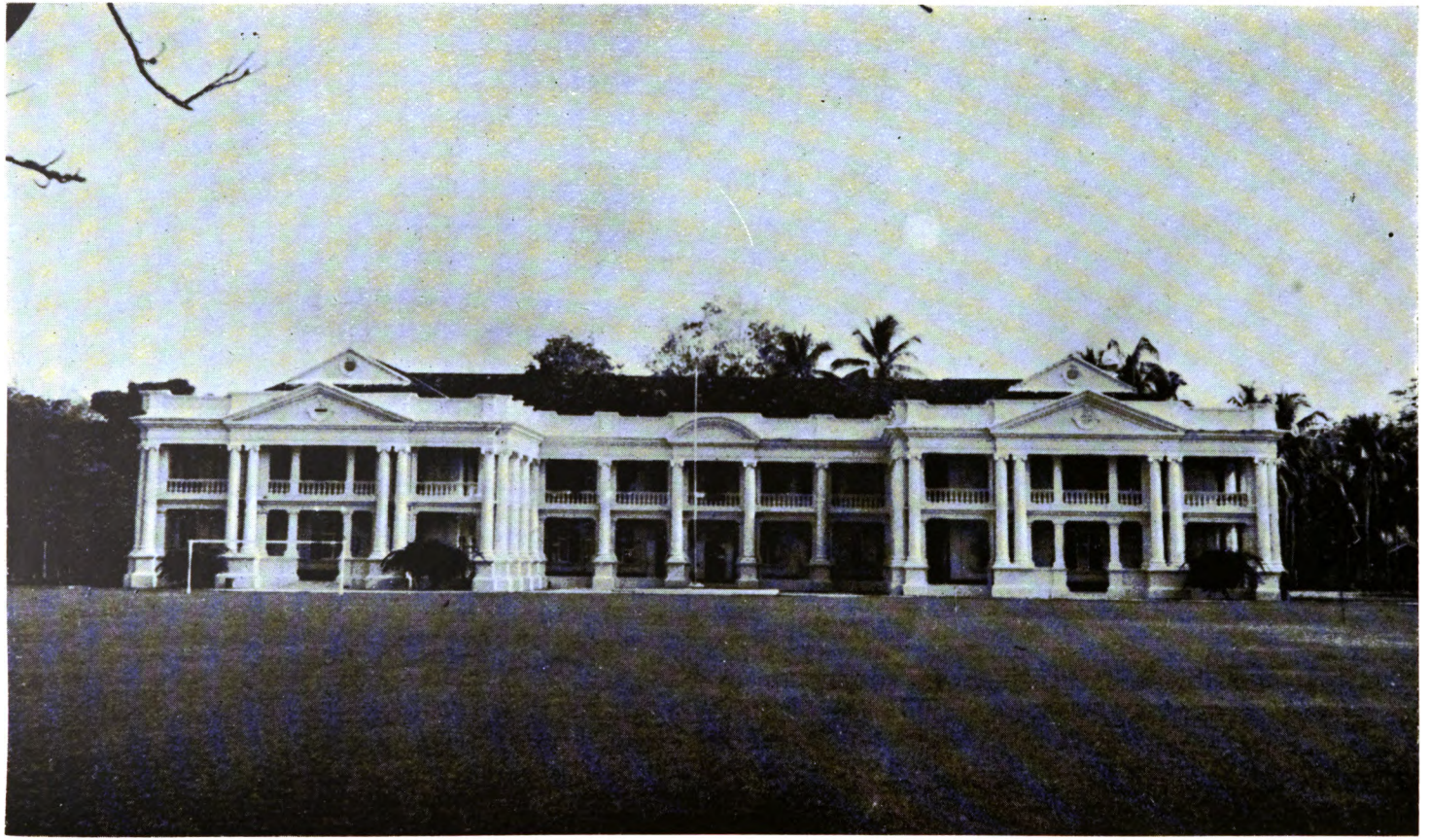

Malay College, Kuala Kangsar.

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Government. Quarters are generally provided for teachers when new schools are built. Parents were responsible for providing the children with money for a meal in the school break but this and the provision of writing materials is the only expense to which parents are put.

231. The majority of the Malay schools are rural schools, the first aim of which is to give a sound primary and practical education to boys who will remain on the land, or find occupation in work which does not require a knowledge of English. There has, therefore, so far been no English taught in the Malay schools, though the post-war policy looks towards its gradual introduction in a rapidly changing Malaya. The second aim of the vernacular schools is to provide a primary education in the vernacular as a foundation for education in English for those boys who pass into the English schools on selection from among their contemporaries in competitive examination.

232. The normal length of the school course is five years, but there is a sixth-year course, and it is intended to extend the school accommodation in such a way as to ensure in the future a six-year course for all. The school buildings are still in a poor state of repair though much has been done to make them habitable. The greatest obstacle to progress was undoubtedly the serious shortage of text books and the complete lack of maps.

233. The subjects of the curriculum were as in previous years, reading and writing (in both Malay and Roman script) composition, arithmetic, geography, Malay history, hygiene, drawing, handwork of various kinds, gardening and physical training.

234. Basketry, in which all College-trained teachers are well-grounded, was ubiquitous. Local crafts were encouraged wherever they existed. Gardening was everywhere encouraged and 871 gardens successfully developed.

235. In 1946 an attempt was made to re-start libraries by the provision of a certain number of the Malay Home Library Series and Malay Literature series found in Singapore on the arrival of the British Military Administration, but practically no school had by the end of the year a collection worthy of the title of library. Newspapers were provided in many schools and were particularly in demand by parents who have always been free to make use of school libraries and who have displayed a keen interest in the schools everywhere.

236. At the end of November, 1946, there were in aggregate 3,963 men teachers, and 701 pupil teachers. Of this number there is a disproportionate percentage of pupil teachers and the main problem of the Malay school to-day is the provision of an adequate supply of trained teachers. At the end of the year the average number of pupils per teacher in the Malay Vernacular schools was 29.4.

237. A feature of the 1946 Malay school, in common with other schools was the large number of average pupils in each standard whose parents were anxious for them to take now the opportunity for education which had been postponed by the occupation years.

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238. CHINESE VERNACULAR SCHOOLS.—On the arrival of the British Military Administration in September, 1945, there was at once a rush to re-open the schools which had been universally suppressed. Great difficulties had to be faced and overcome. During the occupation most schools had lost most of their equipment and all their books, the former being used as firewood by the Japanese, or looted, and the latter being destroyed by the Japanese or on their instructions. Grants were made by the Government during the year in the sum of $502,396.03 [£58,612-17-4.]

239. By November, 1946, the total enrolment in all schools had reached 172,000, an increase of 55 per cent. over 1941 figures. It has been estimated that in 1941 approximately 40 per cent. of the total Chinese population between the ages of six and twelve were attending school. The figure in 1946 would appear to have been nearer 60 per cent.

240. Ninety per cent. of all schools are managed not by Government but by Committees properly constituted from among the Chinese community itself. By the end of 1946 there were 904 such committee-controlled schools with an enrolment of 154,856. At the two Government Chinese Vernacular primary schools there was a total enrolment of 578 pupils of both sexes. There were also 27 mission schools, 33 private and 12 of what are known as "old style" (where the teachers' only qualification is an education in the Chinese classics) opened with a total enrolment of 8,212 pupils of both sexes.

241. Government assistance to Chinese vernacular education is by the system of grants-in-aid which are awarded to schools according to the grade at which they are assessed on inspection. These range from $18 (£2 2*s*. 4*d*.) per year per head of average enrolment in the middle schools to $15 (£1 15*s*. 2*d*.) in Grade II primary schools.

242. Practically all schools are managed by committees or private persons. There is no control over school fees. During 1946 the highest fee recorded for primary classes was $5 (11*s*. 8*d*.) per month and the lowest was $1 (2*s*. 4*d*.) per month showing an increase, at the minimum rate, of 100 per cent. on the 1941 figures.

243. In spite of the co-operation of principals much remains to be done to enliven teaching methods and material. Teaching in Chinese schools is closely associated with the text-book; indeed some teachers refer to their class by the book it is studying. The books are arranged so that each covers exactly the work of one of the two terms of each school year and pupils are said to be in the "Eighth Book" when they are in the second term of the 4th year. This close association with the text-book especially when, as hitherto, the text-book printed in China was accepted in its entirety, inevitably led to formal, uninspired and often unsuitable teaching. This matter received constant attention, and to this end the Chinese Education Technical Advisory Committee, consisting of the Assistant Directors of Education, Malayan Union and Singapore, and Senior Chinese Inspectors and Headmasters from the Malayan Union and the Colony were constituted. It had reviewed several series of readers by the end of the year and had suggested to the publishers improvements to existing text-books.

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244. In November, 1946, the total number of teachers was 4,513, and the total enrolment 172,101, giving an average of 37 pupils per teacher if all teachers work all the time, which in practice is by no means a sound assumption. A report from one region states, "In the lower classes, especially in the town schools, one teacher was required to teach about 60 pupils". In all the one-teacher schools and in many others two or three standards were put into one room under one teacher. In many schools where accommodation was available, lack of finance did not permit of the employment of adequate staff. Teachers were paid three times their pre-war salary.

245. For a number of diverse reasons there is an acute shortage of teachers of whom there is on present figures only an increase of 13 per cent. over the 1938 strength to instruct an increased enrolment of nearly 100 per cent. The qualification of the Chinese teachers in Chinese schools varies considerably, the general minimum being the Junior Middle. The difficulty with regard to qualified English teachers is that the smaller schools cannot provide the funds to pay them an adequate salary. While it was realised that teachers sufficiently qualified in Chinese subjects to teach higher classes could not yet be produced in Malaya, it was felt that it would be to the interest of Malaya's Chinese schools if primary teachers with a suitable local background could be trained in local training institutions. This should have the added advantage of ensuring a constant supply of teachers with a close knowledge of the lives of their pupils. Plans were therefore prepared during the year for Chinese Normal Classes to be established at four centres, in January, 1947. It is proposed to extend this system until a residential institution can be established to serve the whole country.

246. Indian Vernacular Schools.—By 1941, there were 581 Estate Indian schools in the Peninsula. There were also 70 non-Estate Indian schools in the towns conducted under private management where fees were paid by those parents that could afford them. At these schools a good standard of proficiency was attained. In addition, there were 22 Government Tamil schools, conducted in nearly every way on the lines of the Government Malay schools. There were also about a hundred small private and estate schools which did not receive Government grants.

247. After the re-occupation of the country, the Government and town schools re-opened, and in spite of an almost complete lack of text-books and other equipment, were soon running surprisingly well.

248. Estate schools opened gradually as the old managements took control, but their rehabilitation has been slow. Salaries offered to teachers have been unattractive. Shortage of labour in many districts, the inadequacy of the rice ration and the high cost of black market rice has resulted in the employment of those children who were old enough to work in the fields, whilst there was a tendency for the younger ones to be kept at home to assist in domestic tasks.

249. The situation has gradually improved and by the end of the year the total enrolment was approximately comparable to the pre-war figure. Of the three types of schools, Government,

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Private and Estate, the latter controlled by the estate managers and supervised and financially aided by the Government is the principal medium of instruction, there being 592 such schools as compared with 20 Government schools, in both categories of which education is free. The private schools of which there are 112 charge fees varying from 50 cents (1*s*. 2*d*.) to $2 (4*s*. 8*d*.) although many children of poor parents are admitted without charge.

250. The full syllabus which comprises a 7-year course was followed as far as the supply of text-books allowed, but there were very few pupils in the two highest standards. These were to be found in the town schools and were almost all girls. About 75 per cent. of the total school attendance were in Standard I, their ages ranging from 5 to 9.

251. Most Indian schools accepted both boys and girls, though co-education is not a definite policy. The enrolment of girls during the year under review was about 40 per cent. of the total school attendance.

252. With the return of the estate managers, some improvement was gradually effected and many schools by the end of the year had been reasonably re-furnished. Text-books began to appear in increasing numbers in the local bookshops but the prices demanded were still from three to five times that which might be considered reasonable.

253. Most of the Committee Schools re-equipped themselves with furniture and in this they were aided towards the end of the year by a rehabilitation grant of $28,230 (£3,293 10*s*.) by Government.

254. The normal curriculum was attempted, comprising the study of the mother tongue in all its branches, arithmetic, geography, hygiene, general knowledge, handwork, drawing, physical training and gardening.

255. The school year for Government and Private schools consisted of three terms of a length approximate to that of the English schools. The estate schools followed their normal custom of two long terms, broken up by a considerable number of special holidays and local festivals.

256. At the end of the year there were 91 women teachers as compared with 855 men teachers making an average of 35 pupils per teacher. There were in addition six visiting teachers whose work has been greatly hampered by the lack of transport.

SECONDARY EDUCATION—MALE.

257. General—English Schools.—English schools, i.e., those in which English is the medium of instruction in all subjects, are almost the only schools that can be regarded as providing a secondary education. There are, however, one or two Chinese schools that are secondary in nature and that have secondary classes.

258. The English schools are preparatory ("feeder") schools for secondary schools or they are secondary schools with Primary departments or they are purely secondary schools. Of the last

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class there were four in 1946. A primary school or department consists of the two Primary Classes and Standard I. A middle school or department consists of Standards II to V inclusive, a Secondary school or department consists of Standard VI upwards.

259. Attendance at English schools is not compulsory. Pupils are normally admitted, irrespective of races or class, when they are six or seven years of age. They normally reach the School Certificate class when they are from 16 to 18 years of age.

260. The school fees payable in monthly instalments are $30 (£3 10*s*.) a year for the first eight years for boys and girls and thereafter (in Standard VII and above) $48 (£5 12*s*.)

261. The arrangement regarding free places for Malay pupils were briefly as follows:

> If they passed Standard IV (or in some centres Standard III) in the vernacular school at an age enabling them to enter the English school before the age of 11, they were accepted as free scholars or given scholarships covering the fees. Some, in addition, were given more valuable scholarships of $8 to $10 a month (£11 4*s*. to £13 10*s*. a year).

262. Before the war, free education to children of races other than Malay was granted in necessitous cases but in the former Federated Malay States as a measure of economy no new remissions had been granted from 1936 onwards. A new schedule for the remission of school fees in English schools was issued by the British Military Administration and continued with certain additional concessions, in force during the year.

263. The number of boys receiving free education or scholarships during the period was 7,749. The percentage of boys receiving free education or holding scholarships was 22.8 per cent.

264. At the end of November, 1946, there were 156 Government, Aided and Private non-vocational English Boys' schools with a total enrolment of 44,967, including girls.

265. Pupils in English schools come from all parts of the world and there may be as many as seven or eight different mother tongues in the normal enrolment of the different primary classes. The percentage of the total enrolment by nationalities in 1946 was Malays 19.2 per cent., Chinese 50 per cent., Indians 27.2 per cent., Europeans and Eurasians 3.2 per cent. and others .4 per cent.

266. As in regard to all other educational establishments one of the larger limitations was that of furnishing with text-books and transport presented very real problems.

267. The curriculum in the English Schools was English in all its branches, arithmetic, geography, history (stories of world history to begin with, some English history in the middle school and British Empire history in the final secondary classes), hand-work (drawing, arts and crafts), hygiene and physical training, mathematics and languages were required.

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268. The appointment in the middle of the year of a Music Supervisor had already had valuable results by the end of the year. Throughout the Peninsula there were in all centres Music Teachers with varying numbers of pupils. Libraries completely disappeared in most schools but a start was made to re-stock them.

269. Cinematograph projectors disappeared but the value of this visual aid has not been overlooked and much exploratory work has been done in the direction of the use of film strips.

270. Literary and debating societies were rapidly revived in schools with secondary departments, and in some middle schools, and practically all school magazines re-appeared.

271. The number of teachers at the end of the school year in Government and Aided boys' schools was 1,191, of whom 132 were women. The total enrolment of the schools at that date was 33,969 and the average number of pupils to a teacher was 28.5 as against 26 in 1938.

272. The European Mistresses in Government schools teach in the primary department (that is in the first three classes of the school) or supervise the work in that department, and possess the Higher Froebel Certificate or some similar qualification. The missionary teachers are of two classes: (i) members of the Roman Catholic Monastic Teaching Orders who possess the teaching qualifications required by the Orders to which they belong, and (ii) Missionary Teachers who are not members of Monastic Orders and who as a rule possess British or American teaching qualifications.

273. Malay College.—The Malay College, Kuala Kangsar, is an entirely residential school, controlled by a Board of Governors. It is for selected Malays, but it is not restricted to those of Royal blood or good family. In normal times it had an enrolment of approximately 140 pupils drawn from all the States and from Brunei and Sarawak. The building was not derequisitioned until later in the year having been used as a military hospital. It is being prepared for the re-opening of the College early in 1947.

274. Private English Schools.—At the end of the year there were 91 Private (i.e., non-aided) English schools with an enrolment of 10,998 pupils of both sexes, who were instructed by 355 teachers of whom a very small proportion were graduates or trained teachers. The fees in most of these schools were the same as in Government and Aided schools but a few charged fees at a slightly higher rate with graduated increases for higher classes.

275. Commercial Education.—The Government Commercial Day School, Penang, as in 1941, prepared pupils for the London Chamber of Commerce Examinations in commercial arithmetic, book-keeping, elements of commerce, English, commercial geography, handwriting, shorthand and typewriting, providing facilities for day and evening classes. Most of the students admitted were over 20 years of age and wanted a very short course before seeking employment, which was easily obtained. Preparations were made in Kuala Lumpur and Ipoh for the opening of new commercial day schools on similar lines.

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276. INDUSTRIAL EDUCATION.—Of the six trade schools in the Peninsula in 1941, only four have been re-opened and it has only been possible to start instruction in a small way owing to the shortage of equipment.

277. Of the total enrolment of 125, 44 per cent. were assisted pupils. There are 26 instructors.

278. In July, 1946, a move was made to equip a building erected by the Japanese in the grounds of the Kuala Lumpur Trade School to serve as a Techni-Factory. By the end of the year 21 pupils of all races had been enrolled, under three instructors.

UNIVERSITY AND COLLEGIATE (POST-SECONDARY) EDUCATION.

279. ARTS AND SCIENCE.—The most advanced educational institutions in Malaya are the King Edward VII College of Medicine, Singapore, which is a Government institution but not connected in any way with the Department of Education and Raffles College.

280. Raffles College is an autonomous college, not forming in any way a part of the Department of Education but is governed by a Council and Senate.

281. During the Japanese occupation it was used as Military Headquarters and was subsequently requisitioned by the British Military authorities. On October 10th, 1946, the College was reopened.

282. The College provides three-year courses in English, History, Geography, Economics, Mathematics, Physics and Chemistry and awards diplomas in Arts and Science.

283. The number of students attending the College in Michaelmas Term 1946 was 212 of whom 142 were from the Malayan Union. The College is partly residential, the men living in hostels in the College grounds, the women in the women's hostel of the King Edward VII College of Medicine. One hundred and twenty-eight students and five women students were resident in the hostels in Michaelmas Term 1946.

284. PROFESSIONAL.—The Technical College, Kuala Lumpur, is a Government Institution under the Department of Education which provides four-year courses in Civil, Mechanical, Electrical and Telecommunication Engineering, and accepts students for training for the posts of Technical Subordinates, in the Public Works, Survey, Railways, Electrical and Telecommunications Departments. The conditions governing admission are a good Cambridge School Certificate with credit in English and mathematics and, where possible, in elementary science. In 1941 there were 203 students, 90 of whom were private students. In accordance with the 1941 recommendations of the Technical School Advisory Committee and of the Department of Education, schemes for the building of a new Technical College were drawn up and a site acquired by Government for the erection of modern buildings with up-to-date equipment. It was also then decided that the name of the school should be changed to the Technical College, Kuala Lumpur.

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285. The College was kept open by the Japanese but training gradually deteriorated both in scope and attainment and at the end of the Japanese occupation the most important subject in the curriculum was Nippon-Go.

286. During the British Military Administration period the College buildings were occupied by the Military Authorities. When they were released on 11th August, 1946, work on repairs and renovations were immediately undertaken by the Public Works and Electrical Departments, and the College was able to reopen on 16th September, 1946, for the completion of the Course for the former third and fourth year students. At the end of the year 54 students were training under a staff of twelve instructors.

287. The School of Agriculture, at Serdang, is under the direction of the Department of Agriculture, Malayan Union. It was opened in May, 1931, when a three-year course and a one-year course were provided, but for the greater part of the pre-invasion decade of its existence the former was reduced to a course of two years' duration only. This course, with English as the medium of instruction, aimed at giving the student a sound general training in Malayan agriculture together with an adequate knowledge of the pure sciences which form the foundation and framework of scientific agriculture. The one-year course, with Malay as the medium of instruction, was designed to meet the needs of a much less advanced type of student.

288. The Forest School at Kepong trains locally recruited candidates for the posts of Sub-Assistant and Extra-Assistant Conservators for which the initial qualification is the Cambridge School Certificate Examination. Candidates may ultimately be promoted to the Senior Forest Staff. Recruitment seldom exceeds two at a time and blank years frequently intervene. Individual instruction is given in a course lasting one year.

OVERSEAS HIGHER EDUCATION AND SCHOLARSHIPS.

289. Approximately 170 private students and scholarship holders from the Malayan Union were pursuing studies overseas during the year.

290. QUEEN'S SCHOLARSHIPS AND FELLOWSHIPS.—In December, 1941, at the outbreak of the Japanese war, there were nine Straits Settlements and eight Federated Malay States Queen's Scholars and Fellows studying at places of Higher Education in the United Kingdom and India until 1943. No Queen's Scholarships or Post Graduate Fellowships were awarded in 1946 but these awards to graduates of Raffles College and the College of Medicine will be resumed in 1947. No scholarships will be awarded to candidates who, in the opinion of the selection board, are not qualified to study for an Honours Degree at Oxford or Cambridge. The value of each of the two scholarships and the fellowship to be awarded annually may be £500 for the first year and £400 for each succeeding year. The Queen's Scholarships are ordinarily awarded for a period of three years and the post-graduate Fellowships for two years, one of the Scholarships in each year being a reserved scholarship for Malays and the Fellowship a reserved Fellowship in every alternate year.

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291. The Johore Sultan Ibrahim Studentship instituted in 1936 is restricted to subjects of His Highness the Sultan of Johore. Three Studentship holders were in the United Kingdom in 1941 at the time of the outbreak of the Japanese War. Five Kedah Government Scholars whose scholarships were paid from Kedah Government Funds, were in the United Kingdom in 1941. Two candidates awarded Kedah Government Scholarships in 1941 have not yet proceeded overseas.

292. The Nuffield Foundation Scholarships were first awarded in 1945 as a result of a grant of £10,000 per annum for three years by the Trustees of the Nuffield Foundation. Their purpose was to provide scholarships, not ordinarily exceeding three years in duration, to enable promising officers of Dominion or Colonial origin, in the subordinate ranks of the Colonial Service, to qualify for promotion to the higher grades of the service, particularly in those branches requiring qualifications in medicine and in science associated with biological studies. It was not possible for Government to accept entries for these scholarships for 1945 and for 1946 as applications had to be submitted to the Colonial Office not later than the November of the preceding years, but applications for the 1947-48 awards were duly forwarded during the year.

293. Colonial Social Welfare Scholarships.—These scholarships were allotted by the Colonial Office to the Malayan Union Government for the Special two-year Colonial Social Science Course for Welfare Officers. These courses have been conducted at the London School of Economics since 1943 and are intended for students who wish to do social work in the Colonies. The candidates, two of them women, who were awarded these scholarships by the Malayan Union Central Welfare Council, reached the United Kingdom in time for the beginning of the course in September. The candidates will be attached to the Department of Social Welfare on their return from the United Kingdom after the completion of their courses.

294. Colonial Development and Welfare Scholarships.—One scholarship was awarded to a Malayan Union candidate in 1945 under the Colonial Development and Welfare Act 1945 by which £1,000,000 was set aside over a period of ten years to provide scholarships for Colonial students. This scholar is now taking an Arts Course at London University.

295. Three scholarships were awarded in 1946 but it was not possible to place two of the scholars at English Universities. The third is now studying Forestry at Oxford.

296. Applications from suitably qualified candidates in the Malayan Union for 1947 scholarships were called for at the end of the year.

297. Malayan Union Government (Overseas) Scholarships.—Three Malayan Union Government scholarships for Higher Education in the United Kingdom were awarded during the year.

298. The British Council.—Sir Angus Gillan, head of the Empire Division of the British Council, visited Malaya in November to examine the possibility of establishing a branch organisation of the Council in South East Asia.

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299. The Council is sponsoring the sending of three visitors from the Malayan Union to the United Kingdom and the award of two scholarships between the Malayan Union and Singapore to enable selected candidates to study English life and culture in the United Kingdom for a period of ten months. Selections for these scholarships will be made early in the New Year.

TRAINING OF TEACHERS—MALE.

300. The Sultan Idris Training College received its name from Paduka Sri Sultan Idris Mershid al-Aazam Shah ibni al-Marhum Bendahara Iskandar, G.C.M.G., G.C.V.O., who reigned in the State of Perak from 1887-1916. Previous to the foundation of the present Training College in 1922 there were two small Training Colleges for Malay teachers, one at Malacca and one at Matang in Perak.

301. The 1941-42 session of the College commenced on 6th November, 1941, almost exactly one month before the Japanese attack on Malaya. There were then 411 students in residence—146 commencing their third and final year, 130 commencing their second year and 135 newly-admitted first year students. On the approach of the Japanese towards Kuala Kangsar the College was dispersed at four hours' notice on the 17th December, 1941, and the College was not re-opened until the end of March, 1946. The College was officially re-opened on 2nd April, with those 120 students who had completed their third year in December, 1941. During the course of the next few days more students arrived to bring the total enrolment to 131. With the completion of the training of these students the way was left clear for the resumption of the training of the remaining 265 students whose work had been interrupted in December, 1941. The new College session 1946-47, the first full session since 1941, opened on 25th September, 1946, with 408 students in residence.

302. The Sultan Idris Training College provides the highest course in Malay education that can be obtained in the Peninsula. The three-year course includes formal professional training in the practice and theory of teaching, and also further education in the Malay language and literature, Malay history, geography, elementary mathematics, hygiene, physical training, gardening, art, basketry and religious knowledge.

303. Post normal and refresher courses were held throughout the year in most States and Settlements in all of which the teachers' associations were revived and held numerous meetings to discuss post-war problems in the schools.

304. TEACHERS IN CHINESE VERNACULAR SCHOOLS.—The main source of supply of teachers for Chinese schools before the war was China, since the locally trained teachers could not compete with the Normal and University trained Chinese teachers. There were however several local training classes and these were resumed in 1946 to complete the training of mixed classes of "Simplified Normal" students. There was one class at Penang and two in Perak. Plans were made during the last part of the year for the institution of Government training classes for teachers in Chinese schools and at the end of the year all was ready to start classes at Penang, Ipoh, Kuala Lumpur and Johore.

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305. A course of training for teachers of English in Chinese schools was started at Taiping in November. Twenty-five teachers were enrolled. Similar classes were continued at Penang to enable teachers to complete the course they started before the war.

306. In all regions except Pahang, Kelantan and Trengganu, teachers' associations have been formed. There were seven in Perak and eight in Johore.

307. Teachers in Indian Vernacular Schools.—By the end of September, 1946, classes had been instituted at six of the seven pre-war training centres. Second year classes of former students re-formed at Kuala Lumpur, Klang, Ipoh and Telok Anson, and in the other centres new classes were started. There were 150 students of whom 20 were women. Much difficulty was experienced through the lack of text-books, but this was being gradually overcome. It is hoped to open new centres in 1947 and also to take some steps to enable teachers in the very remote districts to receive training by correspondence.

308. Teachers in English Schools.—In normal times locally-appointed teachers in English schools are recruited from two sources, the Raffles College Graduates (men and women) for middle and secondary departments (from Standard II upwards) and teachers (women only) who have completed the third year Normal Class (for Primary and Standard I).

309. In view of the large number of extra enrolments necessary in October, 1945, and January, 1946, and the vacancies unfortunately caused directly and indirectly by the war in the ranks of teachers, it was necessary to recruit a large number of temporary teachers from all available sources. As a special arrangement to meet the emergency, men were admitted to Normal Classes and there were at the end of 1946, 444 teachers in training. Owing to distances and lack of instructors, some students in more rural centres were unable to attend the regular normal classes. A correspondence Course directed by a Headquarters Officer with previous experience of this type of work was organised for these students and 29 students were at the end of the year studying under this arrangement.

310. Training of Teachers—Female.—The locally-recruited teachers for girls' schools gain their qualifications and receive their training in the same way as those for the boys' schools. The three-year Normal Course included English (with emphasis on oral English) and theory and practice of teaching in each year with the addition of hygiene and (where instructors are available) physical training and art for the second and third years. The new post-war conditions created such a demand for teachers that in 1946 all the students in training had to become full-time teachers. It was far from satisfactory for these students to carry such a heavy burden but there was no alternative.

311. Malay Women's Training College, Malacca.—The Malay Women's Training College was first opened in 1934 in part of the old hospital buildings at Malacca. In 1937 a new building was erected and a practising school with a house for the head-teacher was built. During the occupation the College was ravaged by looters.

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312. The Principal of the College returned from temporary duty in Zanzibar on 1st March, 1946, but it was not until 25th May that the buildings were released by the Military Authorities. The college was reopened on 1st June, with a Malay Assistant, one supervisor in training, fifteen senior students and thirteen juniors. The college was formally reopened on June 9th by His Excellency, the Governor of the Malayan Union.

313. It had been decided to extend the College Course to three years to give the students more teaching practice and to improve their standard of knowledge.

314. Instruction in handwork and sewing was difficult owing to lack of materials but progress was made with the theoretical side of sewing.

315. CHINESE SCHOOLS.—Plans were made during the last part of the year for the institution of Government training classes for teachers in Chinese schools and at the end of the year all was ready to start classes at Penang, Ipoh, Kuala Lumpur and Johore.

316. INDIAN SCHOOLS.—There were no special training classes for women teachers as the number of women teachers in Indian schools is still small, but arrangements for special training for women were under consideration at the end of the year. There were altogether 20 women-students, mostly actual teachers, in the six training classes held in the various parts of the country.

FEMALE EDUCATION.

317. PRIMARY—MALAY VERNACULAR SCHOOLS FOR GIRLS.—The anxiety of parents to send their girls to school was every year increasingly noticeable before the war. In 1946, it was greater than ever. Owing to the lack of opportunity for girls to obtain a sound education during the war years, Heads of local Departments of Education were faced with the problem of finding room not only for the great numbers of boys who should have been well on their way to the top of the school, but also for their sisters who sought accommodation in the same buildings when, as frequently was the case, no separate girls' school was available. The inevitable result was overcrowding, a concession to the unusual circumstances of the day.

318. At the end of the year, the number of girls attending schools was 40,377. Of this number 25,519 girls were attending boys' schools. The number of girls in boys' schools was 22.3 per cent. of the total enrolment of those schools; had there been room for them, there is no doubt that still more girls would have attended.

319. As in the Malay boys' schools, the education of girls is free and the full course normally lasts for five years. Similar instruction is given to that in the boys' schools with needlework in place of basketry.

320. Although needlework, craft-work, and domestic science naturally play a large part in the work of girls' schools, and of girls in boys' schools, cookery and laundry work were not

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commonly taught. Nine hundred and sixty-five girls in all schools took the Standard V examination and 708 passed, a percentage of 73.3 per cent. Of the 97 who took Standard VI, 49 passed.

321. The number of women teachers was 745, a few of whom taught in boys' schools. The number of trained teachers was 106, of untrained 366, and of pupil teachers 273. Malay teachers are not required to cease teaching on marriage.

322. CHINESE VERNACULAR SCHOOLS FOR GIRLS.—Schools exclusively for girls are few in number. There are in the Malayan Union 27 girls' schools, but as they nearly all admit boys in the lower standards they are, like most Chinese schools, strictly speaking "mixed" schools. The Convent schools are among the few which admit no boys.

323. The total number of girls attending school in 1946 was 48,248 as against 123,853 boys giving a ratio of 1 to 2.6.

324. INDIAN VERNACULAR SCHOOLS FOR GIRLS.—Four of the former five Indian schools for girls reopened in 1946. They were all managed by Roman Catholic Missions and all had a few boys in the primary classes. The girls' school at Seremban had not reopened by the end of the year.

325. These schools, which follow the same curriculum as the boys' schools, have always maintained a moderately high standard of work and during the year have made good progress towards the recovery of lost ground. No fees were charged at St. Joseph's Tamil School, Kuala Lumpur; at the others, fees were payable, but many girls were admitted free. The total number of girls in these schools at the end of the year was 547.

326. Except for those mentioned above, Indian Vernacular Schools are mixed schools. Girls formed 40 per cent. of the total enrolments, which numbered altogether 12,873 by the end of the year.

327. SECONDARY EDUCATION.—Most English girls' schools are self-contained having all classes from the bottom to the top, that is, including primary, middle and secondary departments. There are, however, nine schools with only primary and middle departments. In general, the schools are organised along the same lines as the secondary schools for boys.

328. In 1946, there were 31 Government or aided girls' schools in the Malay Peninsula and there were also 15 Government English schools for boys and four boys' aided schools which as before the war, admitted girls in districts where there were no girls' schools.

329. The total enrolment of girls in Government and aided schools including girls in boys' schools (1,774) was 17,806.

330. As soon as the country was liberated the schools were re-opened, most of them in September, 1945, though a few had to wait for accommodation and teachers.

331. By the end of 1946 16,032 pupils had been enrolled throughout the Malayan Union, 7.6 per cent. Malays, 58 per cent. Chinese, 26.3 per cent. Indians, 7 per cent. Eurasians and 1.1 per cent. others.

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332. It is interesting to note that the average age in the School Certificate standard in 1938 was 17.9. In Penang in November, 1946, it was 20.1. The school fees, payable in monthly instalments are $30 (£3 10*s*.) a year for the first eight years, and thereafter in Standard VII and above $48 (£5 12*s*.).

333. In view of the shortage of equipment and text-books it was not considered just to charge full school fees until the necessary equipment had been obtained, and until 1st May, half fees were charged. Free education was granted under the same conditions as for the boys.

334. The curriculum was returning to normal though science and housecraft had to be neglected through lack of equipment. At the end of the school year, the number of teachers in girls' schools was 523 of whom two were men. The number of pupils to a teacher (including heads of schools) was 30.7; 30 was the corresponding figure for 1938.

MORAL AND RELIGIOUS INSTRUCTION.

335. Religious instruction was given in schools of the Christian Brothers, the Convent, the schools of the American Methodist Mission, of the Church of England and of the Plymouth Brethren. It is not given in Government schools. It is taken either before or after the regular school hours and no pupil can be compelled to attend, or to take part in any religious observance. Christian religious knowledge, however, continued to be offered by many candidates in the Cambridge Local Examinations.

336. In Government schools moral instruction was mainly indirect. The inculcation of the observance of right conduct is expected of every master and mistress at every period of the day in school or out of school by practice and precept. The various out-of-school organisations play their part in the development of character. In some of the schools of the religious teaching bodies, direct moral instruction is given in addition to religious instruction.

337. Instruction in the Koran is given in Malay vernacular schools, in Arabic schools and at the local mosque.

338. In Chinese schools, weekly lectures are given to the assembled pupils who are given advice on how to be good pupils at school and good citizens after school. Respect for their parents and good behaviour towards their fellow-students are held up as essential virtues.

339. Moral instruction in the schools is both direct and indirect; direct through the weekly lectures and through the civics lesson by means of posters displayed on the wall, and in lessons concerning morals. Since the time of Confucius, moral instruction has formed an important part of Chinese education, and great emphasis has always been placed on it. Indirect instruction is given through reading and games but as yet there are few schools with Scouts or Guides. These are now appearing in some schools and it is expected they will increase during 1947.

340. Co-operation with Missions.—Most of the Aided English Schools are conducted by Missions—the Christian Brothers, the Methodist Episcopal Mission of America, the

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Kelantan Coastline.

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Malay Bullock Cart, Malacca.

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Dames de St. Maur, the Church of England and the Plymouth Brethren. The Government meets the difference between the school fees and the approved expenditure of these schools. In normal times these schools may also receive Government grants not exceeding one half of the cost for important capital expenditure. Up to the end of 1946, advances totalling $50,347 (£5,880) had been made to Mission schools for the purposes of rehabilitation.

341. ADULT EDUCATION.—The only adult education not already reviewed was that provided at evening classes established at various centres and at Chinese Night Schools. Evening classes were organised in Ipoh by the Perak Clerical Union, and a few private individuals.

342. Voluntary classes in Malay were organised at Seremban for military personnel.

343. Classes in English for adults were started in Penang, Malacca and Kedah.

344. A few Indian evening schools sprang up on Estates and in the Towns for the instruction of illiterate and semi-illiterate Indian adults and youths. In most of these, Tamil was the medium of instruction although a few taught Hindi. Some of these evening schools were sponsored by the local Labour Unions.

345. A hundred and twenty Chinese Night Schools applied for registration in 1946 with an enrolment of 8,455 students. There are also a number of night schools which failed to apply for registration. The object of these schools was mainly to improve the knowledge of Mandarin. The majority of pupils attending were business employees or pre-war students who had to earn their living during the day.

346. Letter writing and the use of the abacus were also taught and in many cases a simplified primary course was followed. These schools were organised and managed by Clubs, Associations or Trade Unions, Day School Committees and private individuals, and fees ranged from 50 cents a month to $5 a month.

347. LITERACY.—Figures based on the last census taken in 1931 and, therefore, not taking into consideration increased educational facilities between 1931 and 1941, or of the general set-back in respect of these facilities during the Japanese occupation, would reveal the following percentage of literacy among the races of the Malayan Union:

	Men.	Women.
Eurasians	76 per cent.	... 70 per cent.
Malaysians	28 ,,	... 4.7 ,,
Chinese	43 ,,	... 9.4 ,,
Indians	34 ,,	... 8 ,,
Others	54 ,,	... 25 ,,

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Chapter VII.

(Section 2.)

HEALTH.

348. During the period of the Japanese occupation the Civil Medical Institutions throughout Malaya were carried on almost entirely by the locally-recruited staffs of the Malayan Medical Service, with very little assistance from the Japanese who apparently took little interest in the Civilian Hospitals. The continuation of the use of these hospitals, the supply of drugs, feeding of the patients and the preservation of the hospital equipment depended on the initiative and courage of the local doctors and staff concerned. Some of the smaller hospitals in the more remote districts appeared to have been abandoned and looted immediately following the withdrawal of our troops and most hospitals throughout Malaya experienced considerable difficulty in resisting looters during the early stages. With very few exceptions, however, the medical officers left in charge and the senior members of their staffs were able to control or minimise this danger and later kept their hospitals functioning under extremely difficult conditions until the re-occupation of Malaya in September, 1945. In spite of all the staff could do, however, instruments, drugs, blankets, and equipment generally were taken away for use by Japanese forces, and the maintenance of a hospital service of any kind became progressively more difficult.

349. Following the Japanese occupation in January, 1942, all services were disorganised for a period, but by April of that year the various Health Offices had resumed work which concentrated mainly on the investigation of infectious disease, licensing of food factories and of hawkers and the supervision of anti-malarial work.

350. 1943 brought certain changes. The Sanitary Board was abolished and a new department, the Eiseika, was created, under which the former Boards and the Medical Department were placed. Japanese personnel replaced local trained staff and the study of the Japanese language was made compulsory. The Police Department took over the duty of issuing Food Factory licences.

351. 1944 was a hard year, food being very scarce and transport becoming worse as time went on. Very few infectious diseases were notified: food factories continued to be licensed—the only work ordered by the Japanese was the growing of foodstuffs.

352. In 1945 conditions became even worse. The growing of food became of paramount urgency. In Kuala Lumpur the staff was put on to cultivation work at the Golf Club and to dig air raid shelters, as a result of which health work for all practical purposes ceased.

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353. An impression of the conditions in hospitals and of the state of public health during the Japanese occupation may be gained from the following extract on the health of the State of Selangor from 1942 to 1945:

> The great increase in malaria, in both urban and rural areas, was the outstanding feature in 1942, a single example of which is provided by figures of fresh infections (recorded) numbering 521 as compared with 20 in 1939 and 57 in 1938. In the report for this year the Health Officer gave the following reasons *inter alia* for the increase:
>
> (*a*) cessation of usual temporary anti-malarial work and neglect of the maintenance of permanent anti-malarial work;
>
> (*b*) creation of new breeding grounds by indiscriminate jungle clearing for the production of food crops;
>
> (*c*) discontinuation of prophylactic atebrin and quinine treatment;
>
> (*d*) migration of susceptible persons to malarious areas during the evacuation period.
>
> Anti-malarial work was carried out in Sanitary Board areas, as in pre-war times, but the oil supply was poor and towards the end of the year rubber oil had to be used and many make-shift methods were introduced. In 1943, 587 fresh infections were recorded in Kuala Lumpur alone and the control of malaria was becoming increasingly difficult. At the Port Swettenham Aerodrome, where approximately 2,500 labourers were employed, there was very severe malaria. The labourers, living in nearby huts, dug numerous earth wells and sanitation was primitive. No anti-malarial work was done and as work proceeded existing drainage systems were blocked. In this year reliable reports show from three to four deaths every day—malnutrition and malaria being the prime causes. The kampongs were neglected and drains were abandoned, conditions being aggravated towards the end of the year by severe floods in many kampongs.
>
> In 1944 the control of malaria in Klang and Port Swettenham was made impossible by the construction of over 2,000 air raid shelters, all holding water. In addition, the bunds broke down, with resultant severe flooding of many parts of two towns. In Kuala Lumpur 415 cases of malaria were recorded.
>
> The only cases of major infectious diseases recorded were two cases of smallpox from Sentul, Kuala Lumpur, in January, 1942; mass vaccination was carried out in the town. In inland districts, 70,676 vaccinations were made during the year, of primary vaccinations 87 per cent. were said to be successful. In 1943, no cases of major infectious diseases were reported although in Kuala Lumpur an increase in the incidence of typhoid fever was noted in the latter part of the year, presumed to be due to eating infected vegetables since nightsoil was extensively used as manure. In 1944, 420 cases of enteric fever were recorded in Kuala Lumpur, ten times the pre-war figure. More than double the amount of deaths occurred in Inland districts (including Kuala Lumpur town) numbering 16,152 as compared with 7,080 in 1939.

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Throughout the occupation sanitation in the towns remained extremely bad. In the towns, refuse disposal work was hampered by lack of transport; dumping was done, with resultant fly breeding. In Klang, all refuse and nightsoil from the northern half of the town was dumped in the river.

Some attempt was made in the latter part of 1942 to visit estates that were working, but it was found that recommendations were not being carried out and visits were discontinued. Deterioration in health is indicated by the death rate for the total population of 50,487, which totalled 42.4 per mille as compared with 10.3 in 1939. Among labourers the death rate was 29.3 per mille as compared with 5.7 in 1939 out of a total population of 29,678. In 1943 the death rate per mille was slightly lower but, as was the case throughout the occupation, malaria was still the greatest cause of mortality. Twelve estate or group hospitals were functioning, but supplies of drugs, food, equipment and qualified staff were lacking.

Towards the end of 1944, information was received that cholera had broken out in Singapore and Bagan Si Api-Api, so all junk crews entering Port Swettenham were examined and inoculated. This is the only record of any Port Health work done during the occupation period.

Even without full statistical evidence, there is enough reliable information to show that the public health deteriorated seriously since 1941 and this apparently without the outbreak of any major infectious disease. Malaria was the great killing disease, although dysentery and malnutrition probably contributed to a fairly large part of the mortality.

In September, 1945, Health and Sanitary Services were at once re-established. It was found that streets were very dirty, there was no street or domestic lighting, the water supply was untreated and thousands of gallons were running to waste from defective and tapless pipes; food was very scarce and all anti-malarial work was neglected; the incinerator was useless and there was no scavenging or conservancy transport. In the clean-up that ensued Japanese prisoners of war were employed and extensive use was made of D.D.T. spraying, including spraying from the air.

Anti-malarial control in Town Board areas was rapidly re-established as well as conservancy and scavenging services. Notification and control of infectious diseases and the proper recording of all vital statistics were instituted in accordance with pre-war routine.

Drugs and medical treatment were at this time of urgent importance and as soon as possible, estate and group hospitals were got going, financed by the British Military Administration. Refugees and displaced persons, the destitute and homeless were cared for and many needed treatment. Most of the rehabilitation was carried out in urban areas where the need was greatest but limited staff and materials made it impossible to cover all districts. The Adviser on Malariology directed and carried out all work in connection with estates and anti-malaria control.

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INFANTILE AND MATERNAL MORTALITY.

354. PRINCIPAL CAUSES OF DEATH.—The infant deaths registered in 1946 were 16,877, giving a mortality rate of 92 per 1,000.

355. The following table shows for comparison the infantile mortality by races in the States where the records are nearly complete, indicating both the apparent and the corrected infantile mortality rates:

States.	MALAYS.			CHINESE.			INDIANS.		
	1940.	1946.	1946 Corrected.	1940.	1946.	1946 Corrected.	1940.	1946.	1946. Corrected.
Kedah	124	136	142	129	67	72	174	118	145
Penang and P. Wellesley ...	138	121	134	109	69	81	121	108	129
Perak	145	111	134	121	61	76	122	91	126
N. Sembilan ...	159	145	152	160	76	94	146	86	109
Johore ...	174	119	162	121	61	85	164	98	135

NOTE.—For the "corrected" rate, the number of births used in calculating the infantile mortality rate is the mean of 1945 and 1946 births.

356. Even with this correction, the improvement in all races is apparent and in the case of the Chinese, very marked. It is possible that to some extent the reduction may be due to failure to report infant deaths, because of the operation of rationing schemes, but it does not appear likely that this can be a consistent practice over the whole country to the extent that would be necessary to cause the reduction shown by these figures. The noticeable improvement is probably due to improved nutrition of the mothers because of the reduced consumption of overmilled rice and the greater use of other foods.

357. The total maternal deaths recorded are 1,229 for 183,960 births: this figure is intended to include all deaths of women which are directly due to childbirth.

358. Only 23,356 out of a total of 105,040 deaths have been certified by a qualified medical practitioner. The greatest single cause of death is "Fever" (13,034) not definitely diagnosed. Most of these are malaria, and together with those diagnosed as malaria (2,115) account for 15,149 out of the total of 105,040 deaths. This exceeds the total for "old age".

359. Pulmonary Tuberculosis with 4,191 deaths, is the most deadly disease after malaria and deaths from this cause in the former Federated Malay States were 1,629 which is comparable with 1940 (1,682).

360. Small-pox caused 659 deaths, nearly all in Trengganu, Kelantan, Kedah and Perlis. In pre-war years, the number of deaths from small-pox was negligible.

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SPECIAL DISEASES.

361. It is difficult to say how malaria compared with the pre-war period, as investigations have not yet been completed. The clearing of large areas had been carried out under the Japanese as a food growing policy and there is no doubt that this must have opened up many new anophelene breeding areas. This view is supported by an account of conditions on one such area of 15,000 acres which was cleared in the Bahau forest reserve in Negri Sembilan in 1943. About 2,000 people from Singapore, all town dwellers with no experience of rural life were "induced" to go there to cultivate the land for food crops. By April, 1944, malaria appears to have been rampant. The settlers became panic-stricken and demanded release to return to Singapore. Agriculture came nearly to a standstill, and on a single visit the Health Officer saw 300 sick with fever and four die of coma. Later, the Health Department was permitted to adopt control measures with considerable reduction of the disease.

362. Although no unusual outbreak of malaria had been noticed during the period under review, there is no doubt that it is still more prevalent than before the war. Admissions to hospitals and out-patient departments cannot be accepted as a reliable indication of its prevalence but the figures are:

(*a*) cases treated in Government hospitals ... 32,346

(*b*) cases treated in dispensaries 328,305

(*c*) deaths reported as having been due to malaria 1,598

363. For comparison with (*a*) above the number of cases treated in Government hospitals in the Federated Malay States alone was 35,000 in 1938 (a moderately bad year) and 25,000 in 1937. The distribution of types of malaria diagnosed microscopically, was Subtertian 53 per cent., Benign tertian 40 per cent., mixed 5 per cent. and Quartan 2 per cent. These results were obtained from over 30,000 positive examinations. The seasonal incidence of malaria followed the usual course, with the greatest incidence in April, June and July, but the distribution over the year was more even than usual, and the seasonal rise less steep.

364. No cases of plague were reported during 1946, and there is no record of any cases during the war years.

365. A few cases of cholera occurred in Kelantan and Trengganu early in the year, and a more serious outbreak began in June, during which 52 cases were notified from Kelantan. Prophylactic innoculations were carried out intensely; over 170,000 people being innoculated in Kelantan and over 25,000 in Trengganu. Total number of cases reported was 221 of whom 182 died.

366. It is reported that an epidemic occurred in Perlis just before the re-occupation (June, 1945) lasting three months with 287 cases and 216 deaths.

367. During the period under review, smallpox reached serious proportions in the northern States. The infection appears to have come from Siam, and has followed the western and

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eastern trade routes, infecting coastal villages, and points on the railway lines and roads. In May and June, 238 cases were reported from Kelantan and 172 from Kedah and Perlis. By the end of June these epidemics were under control but sporadic cases continued to occur.

368. In October, a large number of cases were discovered in the Besut district in Trengganu. A house-to-house inspection was immediately carried out in the affected area, 353 cases were discovered and 950 "recovered" cases were seen. Further areas of infection were discovered in Kuala Trengganu and Kemaman. The total number of cases and deaths reported from Trengganu, up to the end of 1946, was 2,300 and 407 respectively. In spite of the extensive work undertaken the epidemic was by no means under control by the end of the year.

369. The total number of vaccinations effected in the whole of the Malayan Union was 2,575,915. The total number of cases of smallpox for the year was 3,285.

370. Three hundred and forty-one cases of Tropical Typhus with 31 deaths were reported during the period under review. The disease is focal in its distribution. Of the cases diagnosed by the Weil Felix reaction in the Institute for Medical Research, the following figures are given for the whole year:

Positive for Scrub Typhus	...	...	289
Positive for Urban Typhus	...	...	140

371. Preventive measures for field workers were advocated but had not been adopted on a large scale owing to the shortage of di-butylphthalate (mite poison) and its rather prohibitive cost. About 20 litres of cotton rat lung vaccine was obtained from the military authorities and given to those at occupational risk in known infected areas. This vaccine is expected to give a partial protection against the disease in human beings, resulting in a modification of its course and reduction in the mortality rate. The evidence of its value up to date is inconclusive, but appears to indicate a fairly high level of protection.

372. Beri-beri is recorded as responsible for 1,219 deaths of which 502 were in the former Federated Malay States. The 1940 figure for these States was 331.

373. Enteric Fevers were far more prevalent than in normal years and 624 cases occurred during 9 months with 151 deaths. The disease is sporadic generally. In most parts of Malaya, even in the larger towns, water supplies were far from satisfactory at the time of the re-occupation and must still be considered to be below pre-war standards. In addition to this a greater number of food hawkers ply their trade in all towns and it has not been possible to resume adequate measures of control in this respect.

374. Dysentery and Diarrhoea are not notifiable but there is nothing to indicate that they were more prevalent than in normal times. Hospital statistics show that 6,336 cases were admitted with 764 deaths.

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375. Diphtheria and Cerebral Spinal Fever are both notifiable diseases and did not occur in epidemic form during the 9 months under review. There were 240 cases of diptheria with 74 deaths and 22 cases of cerebral spinal fever with 12 deaths.

376. Poliomyelitis had been prevalent in Singapore in the early part of the year and had appeared in Johore in February, having reached Pahang and Penang by April. A few cases occurred in Kedah later. No foci of infection were discovered in schools or houses, nor was direct house-to-house spread evident, but the epidemic appeared to be due to large-scale carrier infection. The progress of infection up the Peninsula was along the main traffic routes. Kelantan and Trengganu escaped the infection. When the Civil Administration took over, the outbreak was at its peak in Johore where 53 cases were reported in two months. The contact rate was considered to be low although the infection appeared to have been widespread: it was anticipated that the contact rate would decrease as the infection moved further from Singapore—which proved to be the case. A total of 288 cases with 20 deaths occurred.

377. Pulmonary Tuberculosis was recorded as the cause of 4,191 deaths in the Malayan Union. The number of deaths reported in the States of Perak, Selangor, Negri Sembilan and Pahang was 1,629 which is slightly lower than in the same States in 1940. The figure was then 1,682. Although it is difficult to estimate the incidence with any accuracy, it is probable that the disease is more prevalent than before the war. This has been the experience in all the countries ravaged by war and is due to privation, hunger and over-crowding. Public interest is now becoming awakened to the importance of tuberculosis which is, after malaria, the most serious killing disease in Malaya.

378. Yaws has become much more prevalent than it was before the war. In 1940 it was a disease which was disappearing from all but the most remote areas. Now it is distressingly obvious amongst the Malay children in every rural area and cases of recent infection in adults are common. In some of the East Coast kampongs almost every child is affected. The cause of the increase is the complete absence of treatment during the war period. Strenuous efforts are being made now to treat as many cases as possible and 53,350 cases have already been treated.

379. Scabies is also much more common than it was before the war. This is the case all over the world and the causes are to be found in movements of population, shortage of clothing, overcrowding and lack of facilities for washing clothes. On the East Coast the local population have associated the disease with the return of men who were taken to Burma for forced labour, and the condition is described as the "Burma Itch".

380. There were about 300 cases of elephantiasis reported in the Pekan district of Pahang, along the Pahang River kampongs.

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TREATMENT.

381. During the period under review 2,247,487 out-patients were treated in various hospitals and institutions in the Union and in-patients numbered 221,819 out of which there were 14,066 deaths.

Malaria Admissions numbered approx. ...	32,356	
Surgical Operations numbered approx. ...	20,427	(with 300 deaths).
Opthalmic Patients numbered approx. ...	21,960	
Opthalmic Operations numbered approx.	1,459	
Blood Films Examined numbered approx.	278,712	
Microscopical Examination of Faeces for Worm Infestations numbered approx.	162,741	
Post Mortem Examinations—		
Medico-Legal	1,816	
Clinical	274	
Dental Treatment	58,553	

382. SANITATION.—In Georgetown, Penang, and in Malacca Town anti-malarial measures, conservancy, etc., are carried out by the Municipal Health Department. In other towns these measures are under the control of Town Boards which function under the chairmanship of Administrative Officers advised by Government Health Officers. Anti-malarial measures have always been regarded as probably the most important part of the work of the Health Branch. This had been entirely neglected during the period of the Japanese occupation and it was surprising to find how well these works had lasted in spite of neglect although in some places sub-soil drained areas were utilised for vegetable gardening and often pipe-lines were deliberately blocked to raise water level in the inspection chambers, which then served as wells. By the end of the year, considerable headway had been made in clearing these gardens, removal of obstructions from sub-soil pipes, and repairing automatic sluices.

383. Atebrin was largely used in prophylactic doses on estates and in areas where anti-mosquito measures could not be satisfactorily carried out; towards the end of the year experiments with paludrine had been started.

384. Modern sanitation exists in the more modern buildings in most large towns, but in others daily removal of nightsoil by Town Board lorries or by contractors, is usual. Considerable progress was made in rehabilitating this service though it had only been possible, by the end of the year, to introduce the single-bucket system; bore hole latrines were utilised to a certain extent in rural areas.

385. All the larger towns have pipe water supplies in most cases from reservoirs, the method of treatment including sedimentation, slow sand infiltration, and chlorination. These supplies were still available on the re-occupation and the pipe-lines were intact, although in many cases badly corroded and in need of repair and replacement. Chlorine and ammonia aided by the

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floating bowl method was the common practice where cylinders of chlorine were not available. Outside the range of pipe supplies wells were used. In rural areas, these are usually of the "shallow" type and in many villages situated near rivers river water is used for drinking to a large extent. Some pipe supplies are from polluted rivers, but in these cases, water is treated with alum, filtration and chlorination.

386. It was not possible to carry out routine house inspection but licensed premises such as bakeries, eating shops, boarding houses, were visited. Much time was spent in dealing with the very large increase in the number of insanitary unauthorised houses erected in urban areas during the occupation. Pre-war slum areas have expanded and become even more congested than before, while many new slum areas have developed. Immediate and wholesale demolition is impracticable as there is no alternative accommodation for the occupants.

HEALTH ON ESTATES.

387. Before the war, all the larger estates had their own resident or visiting medical practitioner and regular inspections were made by Government Health Officers. By the end of the year, many Estate Medical practitioners had returned and had put in much strenuous and valuable work, but a large number of estates were not in a position to undertake routine anti-malarial measures on the pre-war scale. Lack of transport and staff have prevented the carrying-out of regular visits by Government Health Officers.

388. Estate hospitals and lines were badly in need of repair but by the end of the year 156 hospitals were functioning with 6,423 beds. A total number of 54,990 patients was treated with 1,306 deaths. Of these cases 11,731 were diagnosed as malaria.

HEALTH ON MINES.

389. Mines have not been visited by the Health Department staff. There is not much information available regarding health on mines, but indications are that rehabilitation of health conditions on those which have reopened has proceeded more rapidly than on estates.

RAILWAY SANITATION.

390. Health work of the Malayan Railways is supervised by a Medical Officer seconded from the Medical Service with Headquarters at Kuala Lumpur. He has a staff of 13 dressers, three Health Inspectors, several anti-malarial inspectors and a labour force of over 100 to assist him. The main activities of this Department are public health and anti-malarial work and medical care of the Railway staff.

391. Larval surveys were carried out systematically in all sections during the period under review and all fresh cases of malaria were investigated as to the source of infection. Sanitary conditions were also improved—drainage, latrine accommodation and refuse disposal being slowly brought back to normal levels. Nine dispensaries were functioning at the end of the

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year. The dressers in charge of these dispensaries visited every gang line in their areas at regular intervals by trolley. In addition to this, two dispensaries were opened at construction points. Eighteen thousand five hundred and thirty cases were dealt with at these dispensaries and another 4,306 treated at their place of employment.

392. First-aid instruction based on the St. John Ambulance handbook is given to monthly-paid staff. First-aid hampers are carried on all trains and launches.

SCHOOL HYGIENE.

393. It has not been possible to provide any general system of medical examination in schools, because of the shortage of staff. Only one lady medical officer is employed principally on school work. Any comparison with the work done in schools before the war is not possible. The most striking general impressions obtained from 500 schools which were visited, chiefly in connection with nutritional surveys, were that the children were undersized and underdeveloped compared with the same racial and age groups before the war. Skin diseases, especially scabies, ulcers, and yaws were very common. The provision of supplementary meals for school children has been started on an extensive scale. Over 120,000 children have been provided with a daily ration of milk. The average defects found were as follows:

Dental Diseases.	Skin Diseases.	Eye Defects.	Spleen Enlarged.	Pediculus.
30%	20%	2%	11%	4%

Dental treatment was given to over 20,000 school children.

LABOUR CONDITIONS.

394. There has been a shortage of labour throughout the country, and there is practically no unemployment. On nearly all estates employing large labour forces, the management has made strenuous efforts to provide foodstuffs to compensate for the shortage of rice. Generally the nutritional state of the labourers on these estates compares favourably with that obtaining before the war, and there has been no abnormal incidence of disease. Out of a total population of 213,917 labourers there were 1,505 deaths or 7.0 per mille out of which 214 or 1.0 per mille died of malaria.

CONTROL OF PREPARATION AND SALE OF FOOD.

395. Routine inspection of eating shops, bakeries, and premises concerned in the manufacture and sale of food was carried out. Applications for new licences for coffee shops, eating houses, slaughter houses, etc., were referred to the Health Department before licences were issued.

396. Food Hawkers.—It was not possible to licence the great number of food stalls and hawkers which the influx of rural population into the towns had caused, or to examine the vendors for carrier infection (as was formerly done) owing to the lack of staff and laboratory facilities.

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397. The absence of proper abattoirs and the presence of numerous private slaughter houses made the satisfactory inspection of meat difficult but this was being brought under control by the end of the year. The same applied to milk supply, owing to the presence of numerous small cow sheds and dairies with only a few cows in each. The only Government-owned dairy farm is that on Fraser's Hill. The general sanitation of this was satisfactory and well-maintained but there are very few cattle left on the farm, and only a small amount of fresh milk is available.

398. Food factories, aerated water factories, ice-cream factories, etc., were regularly inspected and reasonably satisfactory standards insisted upon. During the period under review no major outbreak of any disease attributable to food occurred, although the increase in the incidence of typhoid fevers is probably attributable to this source.

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399. Organised school instruction in elementary hygiene had not started, but talks on general health and personal hygiene were given to children in certain schools. The Public Relations Department gave considerable help in communicating health information to the public by means of public address vans, notices and paragraphs in the press, which dealt mainly with subjects on the need of vaccination, co-operation in anti-mosquito work, anti-rat campaigns and on the dangers of tuberculosis.

400. Health exhibits in the Malayan Agri-Horticultural Association Exhibition held in Kuala Lumpur in August, the Bukit Mertajam Agricultural Show in September and the District Agricultural Show in Jelebu in September proved to be very popular and were visited by many thousands of people.

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401. No Royal Sanitary Institute course was held during the year but probationary Health Inspectors were given a training in their own areas. Scores of new vaccinators were trained.

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402. During the period under review 162 cases of minor intercurrent diseases amongst immigrants were admitted into the quarantine station for treatment. Port Swettenham had no quarantine station as the buildings were occupied by the military authorities up to the end of the year. Four hundred and seventy-five inspections were carried out by Port Health Officers in Penang and Port Swettenham.

MATERNITY AND CHILD WELFARE.

403. The pre-war system of training midwives was continued during the Japanese occupation in a rather perfunctory way. Owing to the inadequate training which most of these women received they are being sent back now to complete their training and obtain certificates. Those waiting their turn for training are being allowed to remain in practice. During training midwives are paid an allowance from Government or Rural Board funds, and they are expected to return to their home villages to practice after they have qualified.

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General Hospital, Malacca.

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Mobile Dispensary Staff give injection to Malay.

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404. In Penang and Kuala Lumpur there are two very good maternity hospitals, the latter being Chinese, and elsewhere there are maternity wards in all Government hospitals. The total number of women admitted to maternity wards throughout the Union, in the year 1946, was 19,683. Deaths recorded from maternity wards were 189.

405. CHILD WELFARE CENTRES.—There are Infant Welfare Centres in all the main towns, and from these lady medical officers, health sisters and nurses, of whom there were 10, 14 and 80, respectively, at the end of the year, make periodic visits to the surrounding districts, working on a weekly time-table.

406. In the smaller towns and villages there are centres with a nurse or midwife in charge. The typical small health centre has a resident nurse and midwife, and is adjacent to a dispensary. The work done in these centres inevitably includes a good deal of treatment of minor ailments in children and their mothers, but the ideal is to make it as far as possible educational. Ante-natal supervision, instruction in child feeding and an attempt to raise the standard of hygiene in the home are the most important aspects of this work. The number of attendances at Infant Welfare Centres was over 320,000 and over 112,000 mothers and children were visited in their homes.

HOSPITALS AND DISPENSARIES.

407. Sixty-three general and district hospitals are maintained by Government in the Malayan Union in addition to the special institutions for lepers, mental cases and infectious diseases. In the General and District hospitals, the beds available for civilian patients numbered 13,375. The daily average number of patients was 10,627. During the period under review over 150,000 patients were treated. The eight large hospitals each have a daily average of from 400 to 600 patients. The typical district hospital has 150 to 250. The equipment of the hospitals is now reasonably adequate in essentials, and most of the buildings have been restored to good condition, but there are still many deficiencies.

408. The operating theatres in all the hospitals were structurally undamaged. In a few places hospitals had been stripped completely while in others they suffered practically no loss of equipment and by the end of the year nearly all the essential instruments and equipment had been replaced, due to the foresight of the Planning Unit and to generous help from the Services. Air-conditioning plants for the theatres were still out of action at the end of the year. Over 20,000 surgical operations were performed.

409. Over 20,000 patients were treated for diseases and injuries of the eyes, and 1,459 eye operations were performed.

410. In most hospitals X-ray plants were missing or out of order, when the British Military Administration took over. Old sets have been brought into working order, and a number of army mobile X-ray units have been obtained. While radiological diagnosis is now fairly satisfactory deep therapeutic work is not yet possible. Extensive replacements of apparatus will be required before the X-ray departments are satisfactory. Fortunately,

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ample supplies of films are available. Over 10,000 patients have been examined by X-rays and 7,000 patients treated in the X-ray and electro-therapeutic departments.

411. There are out-patient departments at all the hospitals and fixed dispensaries in most of the small towns. Travelling dispensaries using motor ambulance, wagons or trucks bring medical aid to the rural areas which can be reached from the main road, and in some places, unfortunately still too few, this is extended by dressers who go by bicycle or on foot. River dispensaries are now being re-established on a restricted scale, in Johore, Perak and just at the end of the year, in Pahang. The public demand for out-patient treatment, through all these agencies, is greater than before the war. The total attendances at out-patient departments and dispensaries amounted to nearly 2¼ million and these figures do not include infant welfare centres and V.D. Clinics. About 600,000 of these attendances were at travelling dispensaries.

DENTAL SURGERY.

412. Dental work in the Malayan Union has now been organised as a division of the Medical Department under the direction of a Chief Dental Officer. There are 16 Dental Officers working out of an establishment of 25. The Dental Surgeons devote the greater part of their time to the younger generation, especially school children. Over 58,000 patients were treated during the year.

VENEREAL DISEASE.

413. During the Japanese occupation, few facilities were provided for the treatment of venereal diseases so that it was to be expected that the incidence of these diseases would be high at the time of the re-occupation of the country. This proved to be so, and by a British Military Administration Proclamation the disease was included as an infectious disease under the Quarantine and Prevention of Diseases Ordinance.

414. Treatment centres are available at all hospitals and out-patient clinics while a number of special clinics function in the larger centres of population. The therapeutic value of the sulpha drugs and penicillin has become widely known and the intravenous injection of arsenic is regarded as a panacea for many ills. In some clinics there has been a marked increase in the number of women seeking treatment and both sexes show better appreciation of what is being done for them. The number of cases of syphilis is greater than those of gonorrhoea and much of it is in the later stages, tending to confirm that there is an aftermath of latent syphilis which will require a sustained effort before it is eradicated. The following table shows the number of cases treated:

	Syphilis.	Gonorrhoea.	Soft sore.
Chinese	6,838	4,965	1,118
Indians	6,537	4,751	1,642
Malays	4,022	3,855	524
Others	203	526	76
Total ...	17,600	14,097	3,360

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NUTRITION.

415. During the British Military Administration period a Nutrition Unit was organised and although this unit was in existence for only six months it made fairly extensive nutritional surveys of several different classes of the population in the more accessible regions which confirmed the general impression of Medical Officers who had arrived in the early days of the occupation. At that time starvation was not widespread, but a degree of semi-starvation was fairly common amongst all classes—caused by the inferiority of quality of the foodstuffs in general use.

416. Of those examined, rubber estate labourers appear to have been in the poorest condition. Most of them were thin and underweight and showed œdema, tropical ulcers and other signs of malnutrition. Many showed typical pictures of sub-clinical beri-beri complicated by hypo-proteinemia. Tolerance tests indicated a high percentage of reduced resistance to fatigue. It was found that industrial workers and kampong Malays were also in a poor condition though not so seriously undernourished as rubber estate workers. Clerical workers, though not as greatly affected as others, were very much below their pre-war level and even in the well-to-do classes, as represented by children in the English schools, there was considerable room for improvement.

417. STATE OF NUTRITION DURING THE LATTER HALF OF 1946.—Over 1,600 persons have been fully examined in different parts of the country consisting mostly of school children, and these surveys are being continued.

418. The incidence of beri-beri in the pre-war and post-war period may throw some light on the state of nutrition of the people in Malaya. The following figures indicate total admissions to hospitals in the F.M.S. before the war and for the same states after the war. The figures in brackets indicate the percentage of total hospital admissions. Figures for 1946 are only available for nine months of the year and have been corrected so that a comparison can be made between the different years.

1936.		1938.		1946.
586 (.57%)	...	1,262 (.89%)	...	564 (.45%)

419. Figures of this nature must be accepted with reserve but for the purpose of yearly comparison, they have some value since errors in diagnosis are probably fairly constant. It is very likely, therefore, that there has been no great increase in the incidence of beri-beri compared with the pre-war period.

420. Other disease conditions which are associated with malnutrition show a considerable increase in incidence compared with the pre-war period. The following are the hospital admissions figures for anemia and skin ulcers the figures in brackets indicating the percentage of total admissions:

	1936.	1938.	1946.
Anemia ...	1,621 (1.58%)	2,186 (1.54%)	3,213 (2.57%)
Tropical Ulcers	2,756 (2.68%)	3,271 (2.31%)	7,156 (5.72%)

421. These high admission rates probably are a legacy from the period of the Japanese occupation but the diet of the poorer people at present is such that only a slow improvement can be expected.

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422. In the investigation of deficiency diseases in hospitals particular attention has been paid to anemia cases. In 100 cases of anemia that have been investigated 25 showed a definite nutritional macrocytosis as estimated by absolute indices. Sixty-six showed iron deficiency and of these 40 had a severe deficiency. In the whole group were included 20 pregnant women of which 4 showed a macrocytic and 20 a true iron deficiency anemia. These cases were seen in 4 hospitals totalling 1,200 beds and were by no means all the cases admitted for anemia.

423. NUTRITIONAL POLICY.—The following are the main immediate steps that have received consideration in attempting to improve the state of nutrition of the population:

(i) the control of milling of rice so that the highly milled products are not on sale;

(ii) the introduction of a high extraction flour in place of the present low extraction flour;

(iii) the importance of dried skim milk;

(iv) the rehabilitation of the fishing industry.

424. SUPPLEMENTARY FEEDING FOR SCHOOL CHILDREN.—Under the supplementary feeding scheme for school children, sponsored by the Education Department, over 120,000 children are being provided with skim milk of which there is a regular supply coming into the country. Pregnant and lactating women are also being given milk by a large number of rubber estates. Feeding of pre-school children is being done on a small scale and experiments in meals are being made.

425. FIELD INVESTIGATIONS.—A team has commenced work in a centre near Malacca. This is a long settled rice-growing area with a large population almost free from malaria. This investigation which will cover a sufficiently large group of people to be representative of the whole area will include clinical and biochemical examinations together with laboratory examination for intestinal parasites, etc. The diet the individual consumes is decided by a number of factors—racial habits, availability of food, processing of food, poverty, beliefs and superstition. Therefore, it is not enough to state that a group or groups of people are suffering from one or more deficiency diseases without also defining the factors responsible for the inadequate or unbalanced diets which produce the disease. With this in view the present investigation will include economic and agricultural surveys. It is intended to feed the children in this vernacular school from food produced locally, and this in turn will enable one best to judge the shortage of foodstuffs and the periods when they occur. With the problem thus defined, a scheme for bettering conditions which will be applicable to the large population in this area can then be drawn up on a sound basis.

SPECIAL INSTITUTIONS.

426. INSTITUTE FOR MEDICAL RESEARCH.—When the Director of this Institute returned to duty in October, 1945, he found that most of his old staff were still available but that the laboratories had been stripped of most of their equipment. The immediate resumption of research work was impossible but the laboratories

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Mobile Dispensary. Dresser Examines Malay Child.

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397. The absence of proper abattoirs and the presence of numerous private slaughter houses made the satisfactory inspection of meat difficult but this was being brought under control by the end of the year. The same applied to milk supply, owing to the presence of numerous small cow sheds and dairies with only a few cows in each. The only Government-owned dairy farm is that on Fraser's Hill. The general sanitation of this was satisfactory and well-maintained but there are very few cattle left on the farm, and only a small amount of fresh milk is available.

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General Hospital, Malacca.

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Welfare Department gives Children's Party.

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were quickly equipped from various sources including generous assistance from the Army, and essential strains of bacteria and viruses were obtained by air. During the period under review the Institute was able to supply all vaccines required by military and civilian services.

427. Division of Chemistry.—In October, 1946, a Malayan Union Department of Chemistry was formed and this department undertook the routine work for the Customs, Police Departments, etc., which had formerly been undertaken by the Chemistry Division of the Institute for Medical Research. The routine work now done in this division consists only of biochemical examinations. A start has been made in the following investigations:

(*a*) investigations on rice from the nutritional aspect including investigations of local milling;

(*b*) a comparative study of methods of parboiling and the claims of "converted rice";

(*c*) study of nutritional and other anæmias and the preparation of proteolysed liver for experimental therapeutic trials on defined cases of nutritional macrocytic anæmia;

(*d*) investigations in the calcium oxalate content of local green leaf vegetables.

428. Malaria Research Division.—Experiments in chemoprophylaxis have been continued and four estates were selected as suitable for work on the use of paludrine and the American drug "SN. 7618". Financial assistance for paludrine work was given by the Colonial Medical Research Committee.

429. Division of Entomology.—In the Division of Entomology experiments with "DDT" were made over a period of several months. These experiments indicate that the addition of "DDT" to oil for anti-larval work is of doubtful value. Work on the use of "DDT" for the control of adult mosquitoes in dwellings is now being carried out.

430. Division of Bacteriology.—Investigations were started on the various methods of assay of penicillin, parallel with some of the more recent "sulpha" drugs using as a standard the Oxford standard strain of S. Aureus. Over 12,000 routine bacteriological examinations were carried out, including 325 water samples.

431. Division of Nutrition.—This new Division was formed in the middle of the year and a summary of its work is given below:

(1) Clinical investigations as a means of assessing the general nutritional state of the populace. The investigations are of two types—

(*a*) a simple clinical examination for signs of malnutrition—extensive in nature;

(*b*) an intensive investigation of cases admitted to hospital—a means of assessing the amount and nature of severe deficiency disease.

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(2) Advising on general nutritional policy:

the type of foodstuffs to be imported, the processing of foodstuffs, and the supplementary feeding of sections of the population.

(3) Drawing up of diets for institutions and also estimating cost of living in relation to diets.

(4) Field investigations: Dietary, clinical and biochemical investigations of racial and occupational representative groups of the population. Combined with this will be economic and agricultural surveys.

(5) Education in nutrition, in conjunction with the Education and Public Relations Departments.

432. Division of Pathology.—Special attention is being given to Tropical typhus, particularly in connection with the use of cotton rat lung vaccine.

433. Rabies.—Two hundred and seventy-five persons were treated with anti-rabies vaccine, and 27 litres of vaccine were made.

434. Brains from 162 animals were examined, and 98 of these showed Negri bodies.

435. Over 50 litres of canine anti-rabies vaccine were prepared for use by the Veterinary Department in Perak and Penang.

436. Division of Seriology and Lymph Station.—The outbreaks of smallpox in northern Malaya called for the production of vaccine lymph on a large scale. Nearly 700 litres of vaccine were prepared. This was sufficient for over 6 million doses and is nearly 100 times greater than the normal demand.

437. Leper Settlement—*Sungei Buloh, Selangor.*—In January, 1942, there were about 2,400 patients in this settlement. At the end of the Japanese occupation in September, 1945, there were only 640 left. It is estimated that about 1,000 died and the remainder drifted away from the settlement. Many of these have returned of their own accord and the number of inmates had increased to 1,229 in January, 1946, and 1,655 at the end of that year, at which date the distribution of population in the settlement was as follows:

	Men.	Women.	Boys.	Girls.	Total.
Chinese ...	891	321	53	19	1,284
Indians ...	192	30	4	3	229
Malays ...	102	24	4	1	131
Others ...	8	2	—	1	11
Total ...	1,193	337	61	24	1,655

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438. Adequate supplies of hydnocarpus oil became available in April, 1946. The standard treatment followed is by injection twice a week of doses calculated on the basis of 1 c.c. per 10 lbs. of body weight, continued for five months followed by one month's rest. The results of treatment are summarised below:

17 discharged with the disease arrested;

186 improved;

1,222 stationary;

96 patients died.

439. The results are disappointing compared with those obtained before the war, but the general condition of the patients at the beginning of the year was still a long way below the average for the settlement.

440. Penicillin used alone or in conjunction with sulphonamide powder proved very beneficial in the treatment of ulcers. Sepsis was rapidly suppressed and healing promoted. But these preparations had no effect on the course of leprosy. In the treatment of lepra reaction the most useful preparation was found to be calcium gluconate, given intravenously in doses of 10 to 20 c.c. of a 10 per cent. solution. Very little research work was done during the year due to reduced staff.

441. Mental Hospital.—The Central Mental Hospital at Tanjong Rambutan now deals with all cases of mental disease from the Malayan Union with the exception of 1st class cases, for whom there is still no suitable accommodation.

442. At the end of 1941 there were 3,164 patients in Tanjong Rambutan but at the re-occupation only 355 patients remained. At the end of 1945 there were 448 patients and during 1946 there were 1,464 admissions from which 643 were discharged, 16 absconded and 249 died leaving, at the end of the year, a total of 1,005.

443. The principal mental diseases for which patients were admitted were: Confusional insanity, 496 cases; Maniac depressive insanity, 253 cases; Dementia præcox, 492 cases, and Senile dementia, 100 cases. The nationalities admitted were Chinese 890, Indians 327, Malays 230, Others 11. Approximately one-third of the patients were women.

444. Recoveries.—19.4 per cent. of the patients were certified to have recovered. This compares very favourably with 12.8 per cent.—the recovery rate for 1940. The improvement is considered to be mainly due to the higher incidence of confusional or toxic cases which, when they recover from their physical disabilities, give a comparatively high mental recovery rate. Insulin shock therapy was used with good results.

445. Farms and Occupational Therapy.—Before the war 18 farms gave employment to about 350 patients and by the end of 1946, in spite of the difficulties 11 farms had been started. With the number of patients increasing more of them could be employed on farm work and pigs and poultry are being bred in increasing numbers. It is hoped that all pork diets will be supplied in the near future from this source. Occupational

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therapy was continued mainly in the way of the production of brooms, cloth, baskets, etc. Such work is organised solely with a view to the mental benefits to the patient, quantity of production being a secondary consideration. Patients are being encouraged to do just as much as they are capable of performing.

446. MEDICAL STORES.—The work involved in dealing with medical stores was very much greater than in normal years, but three main depôts for stores were established in Penang, Kuala Lumpur and Johore Bahru by the end of the year. Supplies were obtained from the Red Cross Organisation, from the Army, from the Disposals Board, and principally from stocks ordered during the planning stage.

447. In the early months, few drugs had arrived, and it was necessary to use Japanese as well as British drugs recovered from Japanese dumps, the most important of which was quinine. The Army helped with supplies of urgently needed drugs and private medical practitioners, estate hospitals, tin mines and private dispensaries were supplied with medical stores until these became available through commercial channels.

448. Manufacturing work was limited to the extraction of Emetine from locally-grown Ipecacuanha root. This was made possible through the courtesy of the Director of the Department of Agriculture, who placed a laboratory and equipment at the disposal of the Medical Department.

CHAPTER VII.

(Section 3.)

HOUSING.

449. URBAN.—Housing is one of the most pressing problems of the day. Owing to the policy of the Japanese during the occupation, of herding people into towns where they were more easily kept under surveillance there is serious overcrowding in all towns, especially in Kuala Lumpur. Large numbers of shacks and hovels have sprung up in the most unhygienic surroundings. In pre-occupation days shop-houses in the principal towns housed the majority of the trading classes and artisan wage-earners, including skilled and semi-skilled workmen. A shop-house is generally of two stories and consists of a shop, living room, kitchen and offices on the ground floor with three or four bedrooms on the first floor. The shape of shop-house sites varies only to a small degree. Shop-houses and terrace dwellings are not permitted to be of less than 20′ width and the main part of the building may not exceed in depth 2¼ times the width. Plots vary from 100 feet to 120 feet in depth and have at their rear a back lane 20 feet wide as a means of secondary access and for conservancy purposes.

450. All shop-houses are required to have an arcade seven feet wide in front which must be free from obstruction. The floor above this arcade is supported on columns or, in more modern structures, by cantilevers. The purposes of this arcade are threefold; it provides a covered foot-path for pedestrians, it protects exposed goods from the sun's rays and it provides shelter from the rain to the shop fronts, which in this country are nearly

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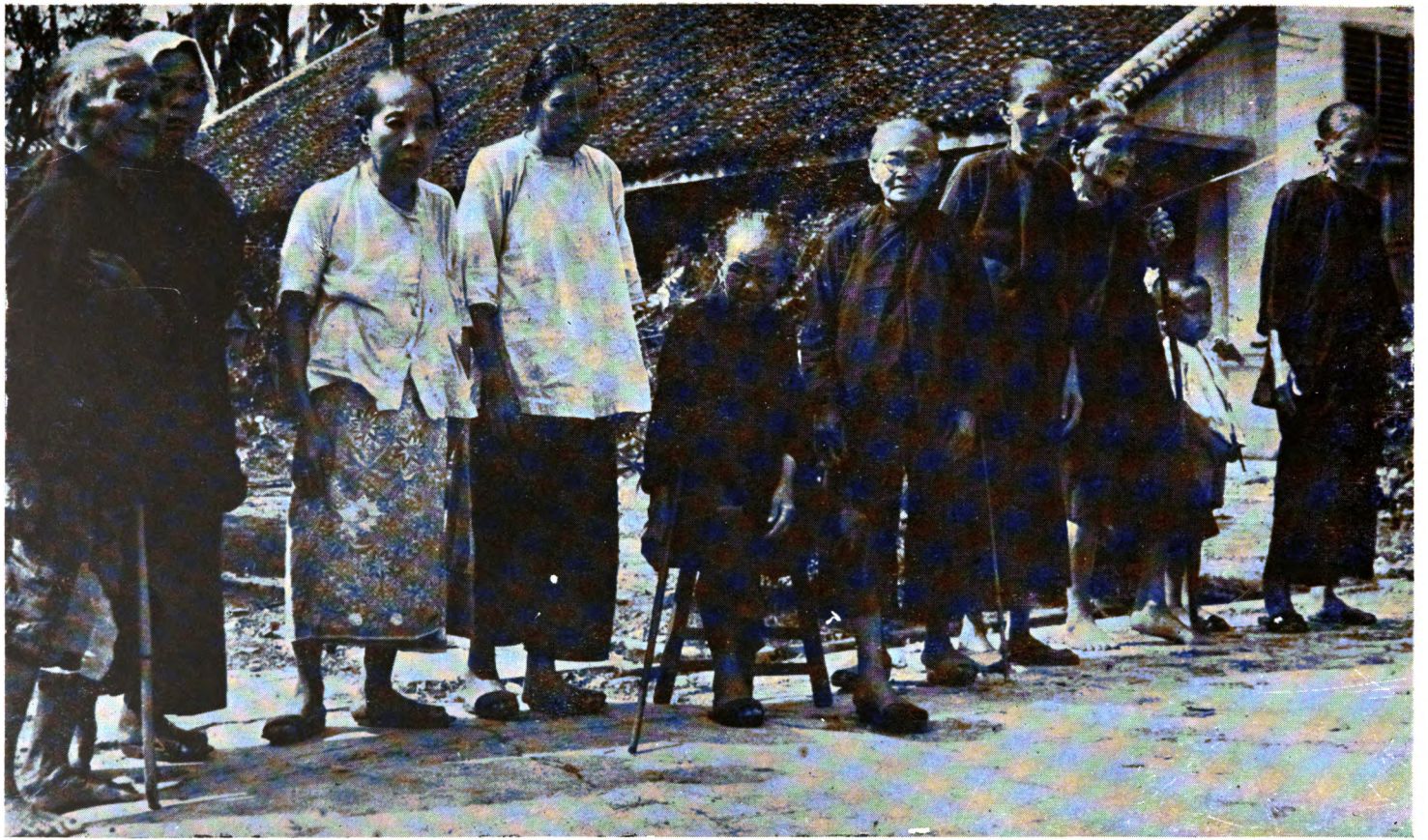

Inmates at Home for Aged, Seremban.

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Prefabricated House, Selangor.

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always open and without any form of protection. As the law requires that arcades shall be provided for all buildings abutting on streets, it follows that corner shop-houses have arcades on their fronts and side. To allow for this, all corner shop plots are made at least 27 feet wide, the corner itself being cut back 15 feet to allow visibility for traffic.

451. To ensure that buildings are properly ventilated, strict compliance with the law requiring an open area at the rear of buildings is insisted upon. This open area must not be less than half the area of the combined plot and back lane except that certain small buildings such as latrines and bathing places, not exceeding one-fifth of the open area, are permitted within the open area.

452. Not more than 15 shop-houses or terrace dwellings are permitted in one block without a 20-foot space at the side to form a firebreak and to provide access to the back lane.

453. The houses of the merchants, traders and professional classes usually stand in their own grounds. Detached and semi-detached houses and bungalows are divided into two distinct classes, those constructed for coolness with wide verandahs and balconies and low overhanging eaves and those more economical structures, without verandahs and balconies, which rely on the thickness of the outer walls and facilities for closing all apertures during the daytime as a protection against heat. Where cost is not the predominating factor, the two-storey house is usually preferred to the bungalow which can only provide security at the expense of ventilation.

454. Some European business firms provide houses for their employees while privately-owned houses are available for others.

455. Semi-detached and terrace houses for letting to those in private employment are available but the demand for accommodation has always been in excess of supply and this shortage has been greatly aggravated as a result of the War.

456. Government provides houses of varying types, detached, semi-detached and terraced for its employees. These houses are erected according to standard approved plans and are divided into certain classes or grades, the allocation of which is based on the salaries of the officers concerned. Monthly rents are charged in accordance with the particular grade of the occupant.

457. Labourers employed by Government are housed in buildings consisting of groups of single rooms, with kitchens, latrines and bath-houses adjoining. Sanitation is satisfactory and ventilation adequate; though as a result of the years of neglect under the Japanese, the majority of the buildings are currently in a poor state of repair.

458. The majority of the domestic buildings are very largely constructed of brickwork laid in cement mortar. The constructional timber is of hardwood and the roof coverings of tiles. Locally-made bricks being usually of indifferent quality and sometimes varying by as much as half an inch in length, width and breadth, walls are required to be of greater width than in England and pointed brickwork is seldom seen, wall surfaces being

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rendered in cement. Roofing tiles are generally of clay, the cheaper houses using those of local manufacture known as "Chinese" tiles, which are of good quality, cheap and easily obtainable. The more elaborate buildings use the imported Marseilles tiles, and Indian tiles after the Marseilles pattern. Locally-made spun concrete tiles are of very good quality, provide a satisfactory roof covering and are heat-resisting. Hardwood shingles have not found favour, though if impregnated with preservatives they provide a sound and cool roof. Asbestos is generally found to be conducive to heat.

459. Foundations are usually in laterite, clay, sandy clay or compact gravel but occasionally piling is necessary. Walls are generally of brickwork although cavity-wall construction is not unknown. Slab and post concrete buildings enjoy some popularity and are so made to enable a standard type of dwelling to be produced at a reasonable price.

460. All buildings in towns should conform to the conditions imposed by the by-laws of the local Municipal Authority, though owing to the laxity of supervision during the Japanese regime many buildings have been erected that do not so conform.

461. The extent of the housing shortage has been estimated at 50,000 houses of all types throughout the Peninsula. Plans were under consideration at the close of the year for the launching of house-building schemes to meet the situation. In most of the States and Settlements Accommodation Committees on which the Military Authorities have been represented were established in June to consider the claims for the return of property occupied by the Forces and to deal with immediate accommodation problems.

462. A further Malayan Union Accommodation Committee was established in September to overcome the difficulties which could not be settled in the State locally and to act as an appellate body to consider appeals from their decisions. These committees functioned smoothly and performed a most useful service. By the end of the year the Military Authorities had released a large number of houses previously occupied by them on requisition. Priorities for release were in most cases decided by the Accommodation Committee.

463. The final solution of accommodation problems must lie in the construction of new buildings, and to assist Government in formulating a policy two Committees were appointed: The Government Building Committee to examine policy and costs regarding the construction of quarters for labourers and subordinate Government officers and a Malayan Union Housing Committee to consider and report as soon as possible on the nature and extent of the housing problem in the Malayan Union and the financial and other measures necessary for its solution. Both these committees were about to present interim reports at the close of the year.

464. Rural Areas.—The Malays usually choose for their houses a site where air, light and water are abundantly to hand. Their type of house is built off the ground raised on piles, constructed of plank floors and walls or in the more primitive areas of palm bark or bamboo. The roofs are usually of thatched palm known as attap.

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465. Chinese labourers are engaged in vegetable gardening, timber cutting, pig-rearing, fishing or in the cultivation of small-holdings of rubber, coconuts, tapioca and other products. They generally live in huts which are built directly on the ground, the material for walls and roofing ranging from bamboos and palm thatch to planks and corrugated iron.

466. An effort has been made to meet the exceptional demand for accommodation in Kuala Lumpur by constructing 50,000 square feet of office accommodation, and forty staff quarters, of temporary construction. Plans have been prepared and preliminary arrangements made for the erection of over 200 quarters during the coming year.

Chapter VII.

(Section 4.)

SOCIAL WELFARE.

467. From the very early days of British Administration, there have existed departments which have been responsible for supervising those essential aspects of daily life represented broadly by education, health, conditions of employment and housing, and those other factors which directly influence standards of living. Such departments have for many years made important contributions towards the welfare of the country and it would be no exaggeration to state that the social well-being of the peoples of Malaya has been their *raison d'être*. To meet the more strained economic conditions which have resulted from the war, and as a measure of development, the Government has established new departments to assist in specialised aspects of rehabilitation, and that of social welfare has been created to co-ordinate the social services undertaken by existing departments and to promote those aspects of social welfare which are not the special interest or concern of other departments.

468. When a country is occupied by an enemy power there is inevitably a deterioration of the living conditions of its population. The occupying force seizes for its own use whatever foodstuffs it needs; conscripts large-scale labour forces for Military purposes; commandeers public buildings and other property in which to house its troops. It operates for war purposes the railway and public services generally, and confiscates whatever private property it needs for the prosecution of the war, throwing many people out of work and many others into internment or prison.

469. The Japanese occupation of Malaya was no exception. The local population which in normal times relied extensively on neighbouring countries for its rice, found itself not only isolated from extraneous supplies but compelled to forfeit part of its indigenous resources to feed the occupying army. The importation of textiles ceased. Medical supplies were rapidly exhausted. Schools were commandeered.

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470. Social evils multiplied apace as a result of reduced standards of living. As rice and the basic essentials of life became scarce, so their prices soared beyond the means of the majority of the population which although it was encouraged to produce substitute foodstuffs did not take kindly to unfamiliar diets. Malnutrition and all its concomitant ills became widespread. Public morale was undermined and straitened circumstances led to fairly universal resort of venal practices. The prying eye of the political police penetrated the privacy of the entire population. The dependants of those tens of thousands who were eliminated on many of the specious grounds which the Kempeitai considered warranting a death penalty were left destitute, as also were the dependants of those forty thousand or more Indian labourers, who perished on the Siam-Burma Railway.

471. These were the circumstances facing that section of the British Military Administration whose immediate duty was to institute measures for the relief and recovery of refugees and displaced persons.

472. This organisation repatriated many thousands from Siam, established centres for their rehabilitation, accorded relief in kind and cash and endeavoured to restore those institutions throughout the country which, before the war, ministered to the needs of the aged and infirm, the disabled and destitute.

473. With the resumption of the Civil Administration, social welfare was organised throughout the Peninsula on a zoned basis with Area and State Welfare Officers whose function it was to supervise the administration of relief funds and supplies, to assist in the promotion in relief institutions, to enquire into cases and the causes of distress, to train local welfare workers and to encourage voluntary efforts and organisations in the social field.

474. British Red Cross relief officers continue to serve in four States where they were in charge of relief and welfare work. A team of relief officers from the Guides International Service, New Zealand, who were in charge of relief work in Malacca, likewise continued to co-operate. There were some 40 to 50 members of the British Red Cross Society and St. John's working in conjunction with the Welfare Department between April 1st and August 31st. At the end of that period, eight B.R.C.S. officers were appointed to the Social Welfare Department as State Welfare Rural Officers. The Welfare Department inherited the remaining stocks of Red Cross stores allocated to the Refugees and Displaced Persons Branch under the British Military Administration and the foodstuffs and articles of clothing thus acquired proved extremely valuable.

475. In May, 1946, the Central Welfare Council for Malaya was formed, to which were appointed 15 members representing the State and Settlement welfare committees and the Malayan Union Advisory Council. The Council was charged with the responsibility of advising Government on all matters concerning the welfare of the people and the country. Its functions were to co-ordinate and promote welfare organisations, to make financial recommendations to Government and to administer subscribed funds. It is an unofficial body.

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476. This Council had by the end of the year raised a total sum of $294,087.40 and disbursed in grants $60,498.18 to ten charitable causes in various parts of the Peninsula.

477. The Council has sought to arouse the interest of the public in matters of social well-being and to foster voluntary endeavours wherever possible. The people of Malaya have always responded readily to appeals for the support of various causes and the spirit of voluntary service has now regained its former vigour.

478. With this new department specifically appointed to devise solutions for the immediate social problems confronting the Government, steps were forthwith taken to effect a final disposal of displaced persons of all races encamped in various parts of the country.

479. A survey of distress in rural areas was initiated and an endeavour made towards standardising methods of relief. It was early decided in the matter of the widows and orphans of the Siamese Death Railway casualties that they should remain upon the estates which were their homes and that assistance should be afforded them in cash and kind wherever possible. Many estates have accorded generous treatment to such persons and materially augmented such Government relief.

480. A move was made to accommodate the aged and infirm in Decrepit Wards in Hospitals and Homes wherever they had been rehabilitated sufficiently for this purpose.

481. Periods of economic stress in Malaya have always been attended by outbreaks of thieving and crimes of violence. The extent to which juveniles and youths had resorted to lawlessness, as a result very largely of the curtailed supplies of the necessities of life, was particularly noticeable during the occupation. Before the war crime among young persons had been relatively insignificant, but the problem of juvenile delinquency had, by 1945, assumed serious proportions. A committee was appointed to investigate and make recommendations on this important aspect of the social life of the country.

482. In implementing recommendations based upon investigations into the plight of the aged, infirm, the crippled, widows and orphans, and in relieving distress by the provision of accommodation in institutions or provision of cash and clothing, etc., the Government has expended $249,402.21, the greatest proportion of which sum has been disbursed on relief goods. One thousand and thirty-four adults, 513 orphans and strays and 132 juvenile delinquents have been admitted to Government homes, which were established to meet this need.

483. Assistance by grants-in-aid and by the provision of relief stores has been accorded to a large number of Welfare Institutions, and special grants for maintenance, repairs and extensions were made on four specific occasions. The responsibility for the maintenance and administration of Destitute Camps and Homes for the aged in many parts of the country has been assumed by Government, and at the close of the year, new Homes for destitutes and orphans were being projected.

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484. With the view to reducing the cost of living to the general public, Government has undertaken the organisation of Public Restaurants throughout the country and at the end of the year, 18 such restaurants had been opened by the Welfare Department, while assistance was being accorded to ten others. Since the inception of the scheme the Government controlled restaurants have served over 1¼ million meals of a mean calorific value of 700 units at a price which was finally reduced in October to 25 cents. These restaurants have been able to serve also over 1½ million lighter meals and have catered to the needs of schools, factories and institutions. Over 600,000 meals have been served by Government-sponsored industrial and departmental canteens. It cannot be doubted that this venture in mass catering has materially assisted wide sections of the public at a time of acutely reduced rations and has exerted a stabilising influence upon the cooked food market.

485. As evidence of the desire on the part of the public to render voluntary service in the field of social welfare towards assisting in the rehabilitation of the country, the Malayan Women's Service League was formed in October. It is hoped that through this organisation. which has now established branches in nearly every State and Settlement of the Union, the individual goodwill and good works of the women of Malaya may be co-ordinated and directed towards furthering the general interest of all communities by implementing the very wide schedule of endeavour which the Committee of this League has formulated.

Chapter VIII.

LEGISLATION.

486. The legislation enacted during the period under review may be classified under five heads, that is to say: (1) *Transitional* legislation, necessary on the transfer from the British Military Administration to civil Government; (2) *Rehabilitation* legislation, necessary to undo or remedy the results of the enemy occupation; (3) legislation urgently required for *Unification and Reconstruction;* (4) *Financial* legislation; and (5) legislation dealing with *crime*.

M.U. Ord. No. 1/46. M.U. Ord. No. 2/46. M.U. Ord. No. 16/46.

487. In the Transitional category fall such Ordinances as the Indemnity and Validating Ordinance, 1946, the Transfer of Powers and Interpretation Ordinance, 1946, and the Volunteer Forces and Local Defence Corps (Demobilisation) Ordinance, 1946.

488. The object of the Indemnity and Validating Ordinance, 1946, which came into force on the 1st April, 1946, was to bar legal proceedings against officers of the British Military Administration and others in respect of acts done in good faith and done in the execution of their duty during the war period, and to bar legal proceedings in respect of certain payments made

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and acts done by or under authority of the Secretary of State for the Colonies or the Crown Agents during the war period. The Ordinance also validated certain judgments, sentences and Orders of the military courts established under the authority of the Supreme Allied Commander, South East Asia, and certain legislative acts done by the British military authorities.

489. The Transfer of Powers and Interpretation Ordinance, 1946, provided for the transfer of powers exercisable by military officers under Proclamations of the British Military Administration to equivalent officials of the civil administration and also provided an Interpretation Ordinance for Proclamations, existing enactments having force in any of the territories now comprised in the Malayan Union, and all enactments of the Malayan Union legislature.

490. The Volunteer Forces and Local Defence Corps (Demobilisation) Ordinance, 1946, provided a demobilisation date for Volunteers and Local Defence Corps and permitted the Governor, by rules to be made under the Ordinance and approved by the Advisory Council, to prescribe the terms and conditions of demobilisation of Volunteers and Local Defence Corps.

491. In the category of Rehabilitation legislation fall such Ordinances as the Leases and Tenancies (War Absentees) Adjustment Ordinance, 1946, the Leases and Tenancies (Dispossessed Persons) Ordinance, 1946, the Pahang Registers of Title Replacement Ordinance, 1946, the Japanese Judgments and Civil Proceedings Ordinance, 1946, and the Estate Duty (Transitional Provisions) Ordinance.

M.U. Ord. No. 18/46.
M.U. Ord. No. 22/46.
M.U. Ord. No. 36/46.
M.U. Ord. No. 29/46.

492. The Leases and Tenancies (War Absentees) Adjustment Ordinance, 1946, dealt with the difficult question of pre-occupation leases and tenancies held by prisoners-of-war, civil internees and refugees, and with the question of pre-occupation leases and tenancies granted by landlords who became prisoners-of-war, internees or refugees. The Ordinance set up Boards, named Leases and Tenancies (War Absentees) Adjustment Boards, in various urban areas throughout the country and dealt exhaustively and in detail with the rights of War Absentee lessors, lessees, landlords and tenants and their obligations under pre-war leases and tenancies. Questions of payment of rent, reinstatement of possession, landlords' and tenants' fixtures, obligations under covenants and the like, were worked out in detail. No precedent could be found for this form of legislation and its drafting presented many problems. The Ordinance has proved satisfactory and has, on the whole, worked well throughout the territories now comprised in the Malayan Union.

493. The Leases and Tenancies (Dispossessed Persons) Ordinance, 1946, was a similar Ordinance dealing with leases and tenancies where the tenant was forced to evacuate the premises in face of the advancing enemy or was unlawfully dispossessed of them by the Japanese or by any person acting or purporting to act under the authority of the Japanese during the occupation period, or lost the use of the premises through enemy action. This Ordinance is also operated by means of Boards and has filled a need and worked satisfactorily.

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494. The Pahang Registers of Title Replacement Ordinance, 1946, was an Ordinance which provided for replacement, in the State of Pahang, of the registered documents of title contained in the Registers of Grants, Registers of Leases of State Lands and Registers of Certificates of Title which were lost, or wholly or partially destroyed, by reason of the enemy invasion. The Ordinance prescribes in detail the steps necessary to reconstitute the Registers, by calling in the issue documents of title and by the other means specified in the Ordinance. Statutory forms are provided. The Ordinance is proving workable and satisfactory. The Pahang Registers of Title Replacement Ordinance, 1946, dealt with land held by Grants or Leases or Certificates of Title. This was followed, in February, 1947, by a complementary Ordinance providing for the replacement of the Mukim Registers for lands held by entry in the Mukim Registers. The land legislation required for Rehabilitation will be completed by a comprehensive Rectification of Titles to Land (Occupation Period) Ordinance, which has since been drafted and which, it is hoped, will provide solutions, throughout the Malayan Union, for the numerous problems connected with registration of titles and registration of deeds left as a legacy by the Japanese.

495. The Japanese Judgments and Civil Proceedings Ordinance, 1946, dealt with another difficult problem: namely the extent to which judgments and orders of courts set up by the Japanese during the occupation period should be recognised and validity given to their results.

496. In the next category, that is to say legislation required for Unification and Reconstruction, fall such Ordinances as the Courts Ordinance, 1946, the Companies Ordinance, 1946, the Bankruptcy (Transitional Provisions) Ordinance, 1946, the Trade Unions Ordinance, 1946, and the Price Control Ordinance, 1946.

M.U. Ord. No. 3/46.
M.U. Ord. No. 13/46.
M.U. Ord. No. 17/46.
M.U. Ord. No. 12/46.
M.U. Ord. No. 26/46.

497. The Courts Ordinance, 1946, constituted a Supreme Court for the whole of the Malayan Union, presided over by the Chief Justice and Judges. The Supreme Court consists of a High Court and Court of Appeal. It succeeded to all the powers formerly exercisable by the various Courts of unlimited jurisdiction constituted in the territories now comprising the Malayan Union. By the Ordinance, the Governor was empowered to constitute District Courts and assign local limits of jurisdiction to each. The Ordinance also provided for the constitution of Magistrates' Courts, laid down the powers of the District Courts and of the Magistrates' Courts, and provided for appeals from those Courts to the Supreme Court. The jurisdiction of various previously existing religious Courts was preserved. By an important provision, the practice and procedure formerly in force in the Courts of the Federated Malay States was extended to all Malay States. The practice and procedure previously in force in the Settlements of Penang and Malacca was retained for those Settlements.

498. One of the most urgent problems of reconstruction which awaited the legislature was the provision of an unified Companies law which would enable companies registered in the previously separated territories now comprising the Malayan Union to operate as Malayan Union companies on a Malayan

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Union register and would deal with the various problems relating to company law and procedure which arose as a result of the enemy occupation. As an instance, many companies had, throughout the occupation, been unable to file returns and balance sheets, and in many other respects the law relating to companies had not been complied with. Some local companies had also moved their registered offices to England or to other parts of the Empire. Trade, industry and the prosperity of the country depend, in no small degree, upon the efficient working of limited companies and their re-organization was, therefore, one of the first tasks to which the Attorney-General turned his attention. By the Companies Ordinance, 1946, a comprehensive companies law was applied by the legislature to the whole of the Malayan Union and legislative provision was made to meet the various questions arising out of the enemy occupation of the country.

499. The Bankruptcy (Transitional Provisions) Ordinance, 1946, extended the bankruptcy law of the Federated Malay States to all the Malay States, while retaining the existing bankruptcy law in the Settlements. That Ordinance also specified what Courts should have jurisdiction in bankruptcy and what procedure should be applied, and made provision for the appointment of an Official Assignee for the Malayan Union and Assistant Official Assignees, and for action to be taken in aid of the Bankruptcy Court of the Colony of Singapore.

500. The Trade Unions Ordinance, 1946, extended, with certain modifications, the Trade Unions Enactment, 1940, of the Federated Malay States to the whole of the Union.

501. The Price Control Ordinance, 1946, dealt with another urgent problem, namely the control of prices. Prior to September, 1946, a military Proclamation, called the Price Control Proclamation, had been in operation; but no very serious effort had been made under this to control the prices of anything but a small list of essential commodities. The Price Control Ordinance, 1946, provided for the appointment of a Price Control Department with a Controller and subordinates operating throughout the Malayan Union. It re-enacted the Price Control Proclamation with additions, amendments and amplifications. It is under this Ordinance that the Price Control Department is now operating.

502. The next category is Financial and, under this, fall three Supply Ordinances, the Loan Ordinance, 1946, which gave legislative sanction for the raising of loans to defray extraordinary expenditure arising out of the occupation of Malaya and for purposes of rehabilitation, the Treasury Bills (Local) Ordinance, 1946, and the Victory Savings Certificates Ordinance, 1946, which provided respectively for the raising of money by the issue of treasury bills in the Malayan Union and by the sale of Victory Savings Certificates. Under this category fall two Estate Duty (Transitional Period) Ordinances, fixing rates for estate duty payable within the territory now comprised in the Malayan Union. These will shortly be followed by a further Estate Duty Ordinance which has been drafted to deal with the difficult questions of apportionment, between the Malayan Union and Singapore, of Straits Settlements estate duty on deaths occurred prior to the separation of the Settlements comprising the Straits Settlements, of valuation of property on deaths which

M.U. Ord. No. 10/46.

M.U. Ord. No. 9/46.
M.U. Ord. No. 4/46.

M.U. Ord. No. 20/46.
M.U. Ord. No. 35/46.

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occurred during the occupation period, and with problems arising from payments of duty and interest made to the enemy during that period.

M.U. Ord. No. 21/46. M.U. Ord. No. 27/46. M.U. Ord. No. 28/46.

503. The last of the categories mentioned above is legislation dealing with Crime: and in this fall the Second Hand Dealers Ordinance, 1946, the Theft of Motor Vehicles Ordinance, 1946, and the Firearms and Ammunition (Unlawful Possession) Ordinance, 1946. These Ordinances dealt with species of crime which were particularly prevalent as a result of the enemy occupation and of the abnormal conditions obtaining after re-occupation of the territories and provided enhanced penalties for certain offences.

504. Certain other Ordinances were enacted during the period, of which space forbids express mention.

505. The legislative programme was necessarily much curtailed by the fact that a major part of the Attorney-General's time for nearly five months of the nine under review was occupied with Constitutional talks, and with membership of the Constitutional Working Committee which evolved, and of its legal Sub-Committee which drafted a new Federal Constitution for Malaya, consisting of 168 Clauses and 5 Schedules; and by the fact that, throughout the period under review, the Legal Department was without a legislative draftsman.

506. THE LEGAL DEPARTMENT.—The Legal Department has an important part to play in the present stages of the development of Malaya. In addition to participating in the provision of a new Constitution and the heavy legal drafting, and the many legal problems which resulted, the department has had to provide, at short notice and under great pressure, legislation urgently needed for rehabilitation, unification, reconstruction and the control of crime. It has had continually to advise upon questions of legal liability involving many millions of dollars. Apart from problems arising out of the enemy occupation, it was an inevitable result of the union of the Federated Malay States, the Unfederated Malay States and two of the Straits Settlements that the whole machinery of Government would require reorganization. Most of the Departments of Government are now combinations of pre-war departments previously operating in eight different territories, many of them operating under separate, and occasionally conflicting, statutory provisions which still apply to the composite department. In these circumstances it is not surprising that the departments are unsure of their legal position and powers and have to make continual demands upon the Legal Department, upon which all depend for counsel, advice and necessary legislation.

507. During the period under review the volume of criminal work also has been formidable. Assizes in the large towns have been virtually continuous. The department has been understaffed throughout, and the provision of Crown Counsel to cover prosecutions in the various Assizes and Courts of Appeal has required constant manœuvring and has imposed a very severe strain upon the Counsel concerned. The department inevitably inherited a large volume of criminal cases from the Military Courts which operated under the British Military Administration.

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508. Figures are not available for the period 1st April to 31st December, 1946, but for the period 1st April, 1946, to 28th February, 1947, approximate figures of some of the matters dealt with are as follows:

Written opinions and advice (General) ...	1,855 matters
Advice on applications for confirmation and review of sentences of Military Courts	158 cases
Collaboration cases referred for advice ...	226 cases
War crimes dossiers	200
Investigation papers advised on and directions given as to prosecutions	2,635
Sudden death reports and inquests or inquiries of deaths (for three States only)	553
Cases prosecuted by Crown Counsel before Military Courts. (One of these took 28 days in Court)	138 cases
Cases prosecuted by Crown Counsel in Malayan Union Courts	733 cases

509. The above matters involve the perusal of the Record and Notes of Evidence in each case, often extending to hundreds of pages in a single case, the careful weighing of evidence and frequently extensive research into some or all of the thirteen different sources of law now obtaining in the Malayan Union. These figures take no account of interviews and conferences, which have occupied a large amount of the time of the department, or of consideration of petitions for clemency.

510. The subject of legislation is dealt with under a separate heading.

Chapter IX.

JUSTICE, POLICE AND PRISONS.

511. Justice.—Prior to the creation of the Malayan Union there were seven distinct Supreme Courts in the territories which now make up the Malayan Union. There was the Supreme Court of the Federated Malay States, the Supreme Court of the Straits Settlements with jurisdiction in the Settlements of Penang and Malacca, and each of the Unfederated Malay States of Johore, Kedah, Kelantan, Perlis and Trengganu had its own Supreme Court. These heterogeneous judicial systems were replaced on the 1st April, 1946, by one homogeneous system for the whole of the Malayan Union. The writs and processes of the Malayan Union Supreme Court run throughout the whole Union and thus the system whereby the writs and processes of the former Supreme Courts were only valid within the restricted areas of jurisdiction of those Courts has been abolished.

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512. The Malayan Union Order in Council, 1946, in addition to establishing a Supreme Court, which is a Court of Record, consisting of a High Court and a Court of Appeal, and providing for appointing a Chief Justice and Judges, also provides, by laws made thereunder, for the setting up of Courts subordinate to the Supreme Court.

513. By the Courts Ordinance, 1946, two categories of subordinate Courts have been established, District Courts and Courts of a Magistrate. The former are presided over by District Judges, who are barristers or solicitors and members of the Colonial Legal Service. At the end of the year there were 14 District Judges functioning in 12 District Courts established in the nine Malay States and the two Settlements of Penang and Malacca. The civil jurisdiction of these Courts is limited to $1,000 and criminal jurisdiction to offences where the maximum punishment does not exceed 4 years' imprisonment or a fine. The latter have now been established in all the States and Settlements. All Magistrates are members of the Administrative Service and are at present the responsibility of the respective Resident Commissioners. Their jurisdiction is restricted to the States and Settlements in which they carry out their magisterial functions, and is limited in civil matters to $500, in criminal matters to offences where the maximum punishment does not exceed 12 months' imprisonment or a fine. These Magistrates' Courts, like the District Courts, have been given extended jurisdiction under certain Proclamations promulgated by the British Military Administration which are continued in force under the Malayan Union Government.

514. On account of crime being rampant throughout the Union, resulting in Assizes being of abnormal length, and also owing to the moratorium declared by the British Military Administration still being in force, it has been necessary to specify from time to time the various kinds of judicial business which can be transacted in Courts. Accordingly, by virtue of the provisions of section 1 of the Courts Ordinance, 1946, all Courts were authorised to deal only with criminal matters from the 1st April, 1946. This state of affairs continued until the 1st June, 1946, from which date Courts were empowered to deal with petitions for probate and letters of administration.

515. By the 1st July, 1946, it was found possible to permit the Courts to deal with all civil matters, except those which would be likely to prejudice the moratorium. The moratorium was still in force at the 31st December, 1946.

516. By the Japanese Judgments and Civil Proceedings Ordinance, 1946, which came into force on 7th November, 1946, any party to proceedings in Courts acting under the authority of the Japanese during the occupation is permitted to apply to the appropriate Court in the Malayan Union to set aside or appeal against Japanese decrees. The Ordinance also provides for the carrying on of proceedings which were commenced in such Japanese Courts and which were still pending at the cessation of the Japanese occupation, and finally it provides for decrees of the appropriate Courts of the Malayan Union being substituted and issued on surrender of the Japanese decrees to the appropriate Court.

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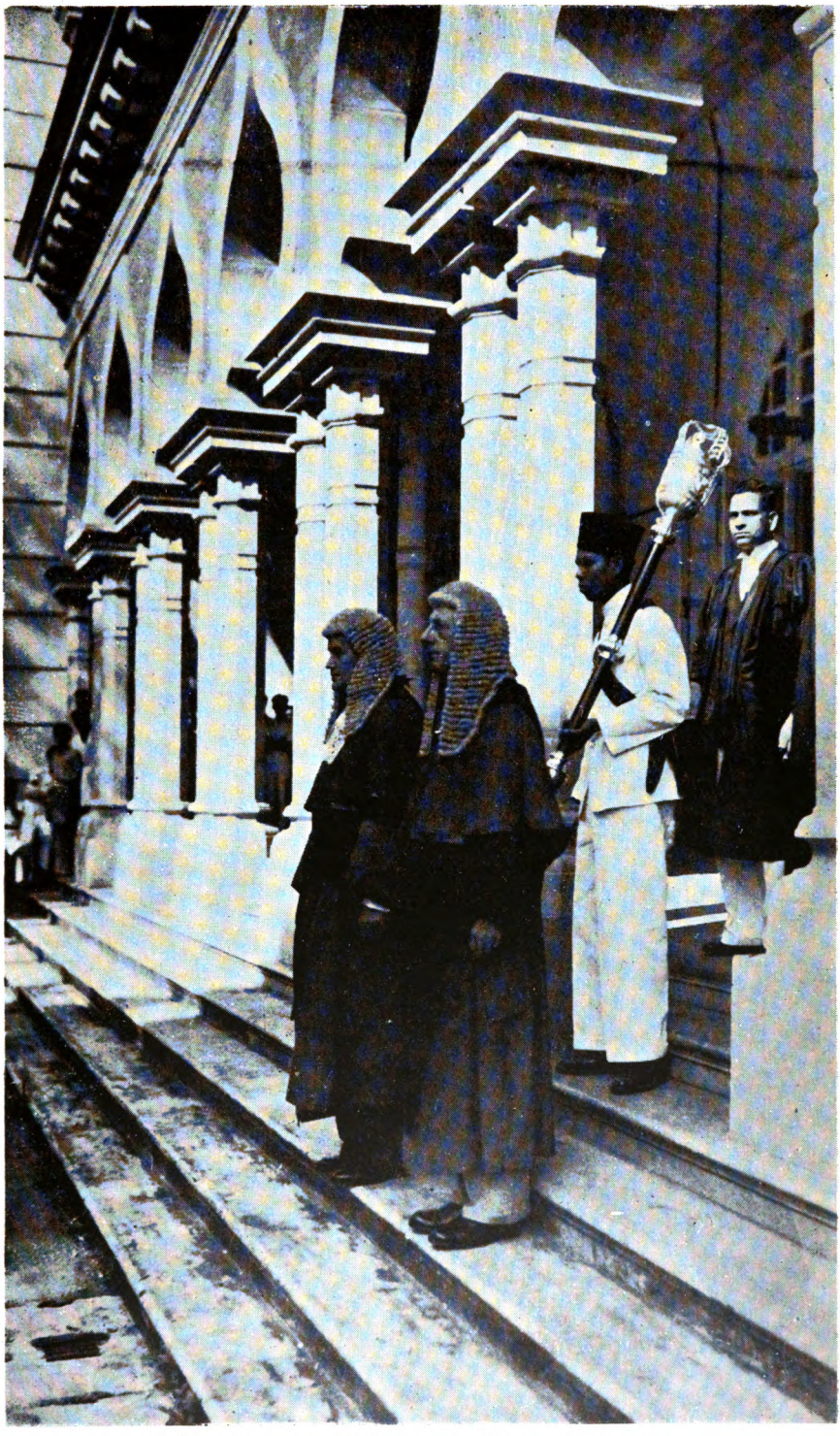

Opening of Selangor Assizes.

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H.H. Yang di-Pertuan Besar of Negri Sembilan (left) and H.H. The Sultan of Pahang inspect Malay Regiment Guard of Honour, Port Dickson.

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517. Assizes were held on three occasions each during the year in 13 centres. Three hundred and sixty-two cases were decided, 622 persons were charged and 515 persons were convicted.

518. Fifteen sittings of the Court of Appeal for the hearing of criminal appeals were held at six centres. Ninety-seven criminal appeals were filed relating to 174 persons who had been sentenced by the Supreme Court in original criminal trials. Twenty-four appeals from death sentences were dismissed and five allowed.

519. During the period under review 1,106 enquiries were conducted by Magistrates and Coroners into the circumstances of 1,145 unnatural deaths. It is interesting to note that in spite of the shortage of rice and other foodstuffs a finding of death from starvation was returned in only one case.

520. During the whole period under review 10,367 cases were decided in the District Courts in respect of which 11,930 persons were charged and 10,947 persons convicted, and in the Magistrates' Courts, 39,064 cases were decided, 47,209 persons were charged and 41,087 persons were convicted.

521. The reopening of the Supreme Court on the 1st June, 1946, for matters relating to the estates of deceased persons resulted in an abnormal number of petitions for probate and letters of administration. By the end of the year the Supreme Court had dealt with 1,878 such petitions.

522. By the Advocates and Solicitors (Transitional Provisions) Ordinance, 1946, any advocate and solicitor who, on the 15th February, 1942, was entitled to practise in the Supreme Court of the Federated Malay States, or in the Supreme Court of Johore or in the Supreme Court of the Straits Settlements, can take out a certificate authorising him to practise throughout the whole Malayan Union on payment of a fee of $30. This Ordinance was still in force on the 31st day of December, 1946, but it is the intention to replace it as soon as possible by a comprehensive Advocates and Solicitors Ordinance covering the whole of the Malayan Union. One hundred and fifty-one Advocates and Solicitors have taken out practising certificates during the period under review.

523. A scheme has been submitted to Government with a view to setting up a law school in Kuala Lumpur and for the appointment thereto of a Director of Legal Studies. The scheme is not designed to discourage young men from studying for the English Bar, but rather to afford facilities for the legal training of locally domiciled persons which will fit them for certain posts in the Judicial and Legal Departments.

524. POLICE.—The beginning of the year under review found the country in the throes of an outbreak of violent crime unparalleled in its history. Naturally this state of lawlessness was reasonably to be expected after three and a half years of Japanese mal-administration, and particularly with regard to the fact that all criminals serving sentences in prisons throughout the country were released by order of the British Military Administration at the end of 1945.

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525. The principal categories of crime with which the Police were and still are contending were armed robbery, murder, extortion and abduction. The principal criminal type was the young man of eighteen to twenty-four years, who was deprived during the occupation of parental or school influence. The weapons which were used by criminals included tommy guns, sten guns, rifles, bayonets, revolvers, automatic pistols and hand grenades, which had been acquired in large numbers particularly after the surrender of the Japanese in 1945. The Police Force, on the contrary, in the early months of the year were comparatively without arms of any sort and had a depleted rank and file, whose morale had been undermined and whom it was not possible to equip adequately even with uniforms. As arms and uniforms were forthcoming, morale was restored and with the return of experienced officers from the United Kingdom towards the middle of the year, the Force began to come on equal terms with the armed criminal. By the end of the period under review numbers of desperate characters had been arrested and convicted and large quantities of arms and ammunition recovered. Gang-robberies which numbered 115 in January were reduced to 19 in December. The confidence of the public in the Forces of order and law was appreciably restored.

526. Under the administration of the Commissioner and Deputy Commissioner of Police, the Force is divided into ten contingents under Chief Police Officers, five of whom are of the rank of Assistant Commissioner and five of whom are of the rank of Superintendent. Each State and Settlement is divided into Police Districts coinciding closely with civil administration areas under Police Officers who in certain areas are co-ordinated under the supervision of Assistant Superintendents in charge of Police Circles, of two or more Police Districts.

527. Under the co-ordination of the Assistant Commissioner of the Criminal Investigation Department, there are seven State and Settlement Criminal Investigation Departments.

528. Political intelligence is undertaken by the Malayan Security Service. Operating under a Pan-Malayan directive with Headquarters in Singapore, the Deputy Director, Malayan Security Service, Malayan Union, is responsible to the Government of the Malayan Union, and is required to keep the Commissioner of Police appraised of the political situation.

529. There are two training depots which serve the recruiting needs of the Force and which, now faced with unprecedented training problems, are endeavouring to meet the recruitment needs of the Force and the country with depot accommodation wholly inadequate to this current urgency.

530. At the end of the year 100 Gazetted Officers, 16 British Inspectors, 133 Asiatic Inspectors, 6,714 Malayan Subordinate Police Officers and Constables, 1,623 Indian Subordinate Police Officers and Constables, 413 detectives and 739 extra Police Constables were on the strength of the Police Force. This shows a decrease on 1941 strength of 22.2 per cent. British Gazetted Officers, 9.7 per cent. Inspectorate and 16.8 per cent. trained rank and file. There is also a Veterinary Police Force of 93 Subordinate Officers and Constables under the direction of the Veterinary Surgeons for professional purposes but they are

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Malayan Police Band.

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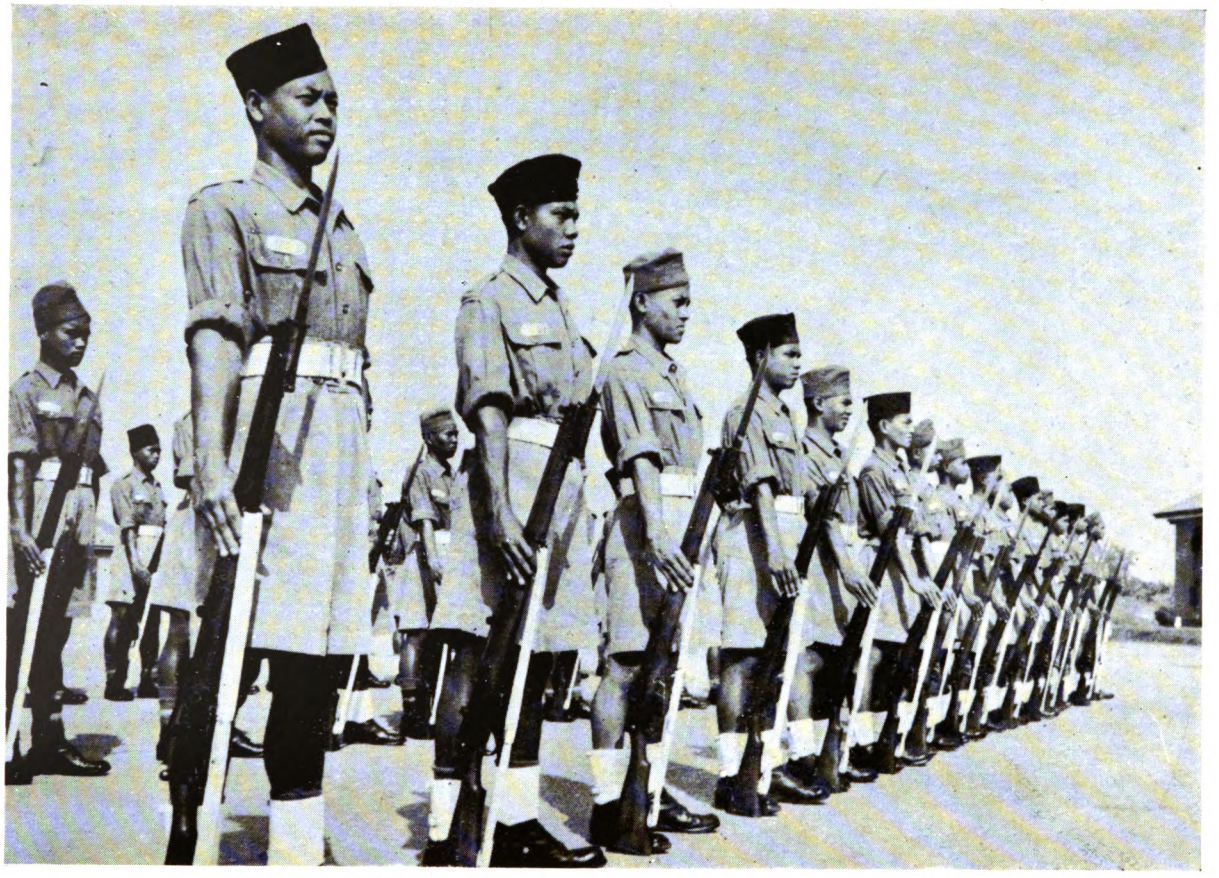

Recruits on Parade, Malayan Police Depôt, Kuala Lumpur.

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generally housed in Police Barracks and their discipline is the responsibility of the Police Officers. There was also a small contingent of 24 detectives under a Sub-Inspector which constitute a Railway Police Force under the control of the Assistant Commissioner, Criminal Investigation Department. There is a European Inspector of Small Arms and a Bandmaster at the Kuala Lumpur Police Depôt.

531. At the end of the year including clerical staff of all categories, photographers, teachers, armourers and launch crews, there were 10,350 persons employed by the Police Force and Department.

532. In the suppression of armed crime, the Police recorded several casualties during the year, two killed and seven wounded. One effect of the Japanese occupation on the people of Malaya appears to have been the reduction in the value of human life. This lowering of the moral standard together with the abundance of weapons has resulted in many ruthless murders of a brutality and desperate disregard of consequences never before experienced in this country, under British administration. An illustration of this is the case where the conductor of an estate threatened to report a clerk to the Manager because in the conductor's opinion he had been cheating the estate. The conductor was shot dead. There was evidence that the clerk had hired some Chinese gunmen and paid them to dispose of his enemy.

533. A peculiar murder took place in Negri Sembilan in April, 1946. A shopkeeper went to the kitchen of his house at night to get a drink of water. He was carrying an improvised light made from a cigarette tin, full of paraffin oil. On his way back to the house, the accused threw petrol at him through chinks in the wall. The unfortunate man's clothes caught fire and the whole house was burnt down. He died of his injuries in hospital.

534. In June, a detective, attached to the C.I.D. Penang, was shot dead by members of the notorious Ang Bin Hoay Secret Society.

535. In October, in the pursuit of armed robbers subsequent to a robbery near Kuala Lumpur, an O.C.P.D. was shot and wounded, a police Sergeant and a potential principal witness were shot dead.

536. On the 1st of November, 1946 five Malay youths hired a taxi in Johore. When they had proceeded some way they told the Chinese driver to turn into a side road and they proceeded to strangle and stab him to death. They then drove the taxi to Malacca and sold it. They have all been arrested, have confessed to the foregoing facts, and now stand charged with murder. The taxi was recovered in Malacca.

537. Of the 265 cases of murder reported in the Malayan Union during the period under review, one of the main motives would appear to be that of revenge against persons who had collaborated with the enemy during the occupation period.

538. There were 683 reports of robbery during the period under review as compared with an average of 43 for the Federated Malay States in the years before the war.

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539. Two hundred and eleven cases of extortion were reported during the period under review. This type of crime is probably the most prevalent of all serious offences and the figure here recorded gives small indication of the true state of affairs in view of the reluctance of victims to make reports to the Police. The protection racket is one of the most evil legacies of the Japanese occupation and the Police have been pursuing a desparate and increasingly successful campaign against those bands of desperadoes who have been terrorising and victimising sections of the community in all parts of the country.

540. Three thousand and twenty-four cases of house-breaking and theft have been recorded during the year and over 17,000 cases of theft of all sorts, principal among which has been an epidemic of car stripping during that period, when new importations of cars into the Malayan Union had just begun in anything approximating to a steady flow. In general a steady decline in all forms of major crime has been recorded during the year, the most spectacular decrease being that of gang robberies with firearms, of which 108 were reported during the month of January and 18 in the month of December, and of murders of which 76 were reported in the month of January and 22 in the month of December. Reports of theft have been reduced from 1,330 in the month of January to 870 in the month of December.

541. During the period under review the Police have carried out a vigorous drive to bring under control the large quantities of unlicensed arms known to be in the country and over 800 firearms of all sorts have been recovered together with large quantities of Hand Grenades and Bombs and 30,000 rounds of small arms ammunition.

542. It was not until the end of the year that the Police were able to open an offensive against gaming and betting which constitutes a major nuisance in the big towns, in which there have been 787 prosecutions. The Government was particularly fortunate in being able to recover a major portion of the files in the pre-war Malayan Criminal Registry after the re-occupation. This served to form the nucleus of the post-war Malayan Criminal Registry. The present economic position and the general lowering of moral standards during the occupation has led to a great increase in prostitution, to the discouragement of which the Police had by the end of the year been able to devote only a very limited attention.

543. Of the 21,326 seizable offences reported in the Malayan Union during the period under review arrests were made in over 45 per cent. and convictions were obtained in 6,683. There have been nearly 60,000 reported cases of minor crimes to which the Police were unable to pay the attention which they might have been able to, owing to their pre-occupation with the more serious forms of crime.

544. A Central Criminal Registry which is a fingerprint bureau, serving the Police Forces of the Malayan Union, Singapore and Sarawak, was re-established on 1st June, 1946, in Kuala Lumpur. The total number of fingerprint slips on the files on 31st December, 1946, was 255,022.

545. There are over 255,000 dossiers of persons who have been convicted of registerable offences on record in the Criminal Registry and the Records Office, which was devised to deal with

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about 5,000 investigation papers a year with a trained staff but which was obliged to handle during 1946 over 24,000 investigation papers with an attenuated and semi-trained staff. This figure excludes 10,000 minor investigations which would normally have reached the Records Office.

546. Not the least of the problems facing the Police Force is that of supervision of persons sentenced to Police supervision and of keeping under review the conduct of bad characters. In present circumstances it is evident that it will be necessary to control some 8,000 persons falling into these two categories.

547. The problems facing the Police Force in the Malayan Union were many and pressing; the resources available to them were few and disorganized; great credit is due to all ranks in the Police Force for the success achieved in helping to restore law and order, which is the foundation of any Administration. Towards the end of the year the achievements of the Police showed a marked improvement and the complete restoration of law and order can now safely be in sight. This is to a great extent due to the unremitting and devoted efforts of all members of the Force.

548. PENAL ADMINISTRATION.—There are in all 15 Penal Institutions in the Malayan Union, five of which it is intended to classify in the near future as Convict Prisons, which will house all long sentence prisoners, where they will be taught trades and where educational facilities will be available. The other institutions will be classified as local prisons which will receive short sentence men from the districts in which they are situated. Short sentence prisoners with sentences up to one month will also be detained in Police lock-ups.

549. Prisons are equipped with hospitals. Mental cases are transferred to the Central Mental Hospital at Tanjong Rambutan and lepers are sent to the Leper Asylum at Sungei Buloh.

550. The prisons were administered by a Commissioner of Prisons. Eleven prisons were superintended by officers of the Malayan Prison Service and four were supervised by officers of the Malayan Police Service.

551. As a result of the deplorable social conditions which characterised the Japanese occupation, the morale of local prison staff had been regrettably undermined. Much has been done in an endeavour to restore self-respect and discipline and material improvement was noticeable by the end of the year.

552. The number of prisoners received into the prisons during the period under review was 12,521. During 1938 the daily average of prisoners in prisons through the Federated and Unfederated Malay States was 1551.38 in the present period under review the average was 2868.06.

553. The prisons were overcrowded: as far as possible Japanese P.O.Ws. and prisoners were kept segregated and the result of contamination between these classes is reduced to a minimum. Women prisoners are always in the charge of female officers. The average type of prisoner is a vastly more truculent individual than the one before the war and is readily apt to use violence whenever the opportunity is afforded.

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554. Moreover, the question of prison security is infinitely a more complex one having regard to the general state of disrepair into which the prisons have been allowed to fall during the occupation.

555. Every prisoner who has completed one month in prison receives, on discharge, a sum of money, varying with length of time served, and a free passage to the place of conviction. Thus everyone is returned to his former environment at least with the price of a few meals in his pocket and it is hoped that he will be absorbed into the life of the community with the help of friends or relations. The East is, generally speaking, kinder to the discharged prisoner than is the case in the West: the prison stigma is not so acute.

Chapter X.

PUBLIC UTILITIES.

556. Electricity.—Plans, which were drawn up by the Malayan Planning Unit in London during the years 1943 to 1945 for the administration and operation of the electrical services in Malaya, were put into effect under the British Military Administration in September, 1945. All electrical undertakings in the country were organised under three Regions as follows:

(i) Northern Region comprising Penang, Province Wellesley, Perak, Kedah, Kelantan and Perlis;

(ii) Central Region comprising Selangor and Pahang;

(iii) Southern Region comprising Negri Sembilan, Johore, Malacca and Singapore.

557. On the return of Civil Government on 1st April, 1946, the Regional Organisation carried on as far as original Government-owned undertakings were concerned. All private and Municipal electricity supplies were, with the exception of Malacca, taken over by their respective companies and Municipalities.

558. The year 1946 was one of hard work and struggle against the many complex problems left as the aftermath of war and the Japanese occupation. Shortages of staff, shortages of material and labour problems all added to the difficulties to be overcome. Much damage was done to generating plants throughout the country as part of the "denial to the enemy" policy prior to the British evacuation of Malaya. Further disorganisation and deterioration of prime movers and distribution systems took place during the Japanese occupation, chiefly due to shortage of materials such as lubricating oil, transformer oil and copper wire. One 4,000 k.w. alternator was removed from Bungsar Power Station by the Japanese and installed in the Penang Municipality Power Station at Prai. Also a 12,000 k.w. turbo-generator was removed from the Perak River Hydro-Electric Power Company's steam station at Batu Gajah, Perak, and re-installed at St. Jame's Power Station, Singapore. Owing to the destruction of three boilers by the Department at Bungsar Power Station, Kuala Lumpur, prior to the evacuation the output was reduced from the original 32,000 kilowatts to 9,000 kilowatts.

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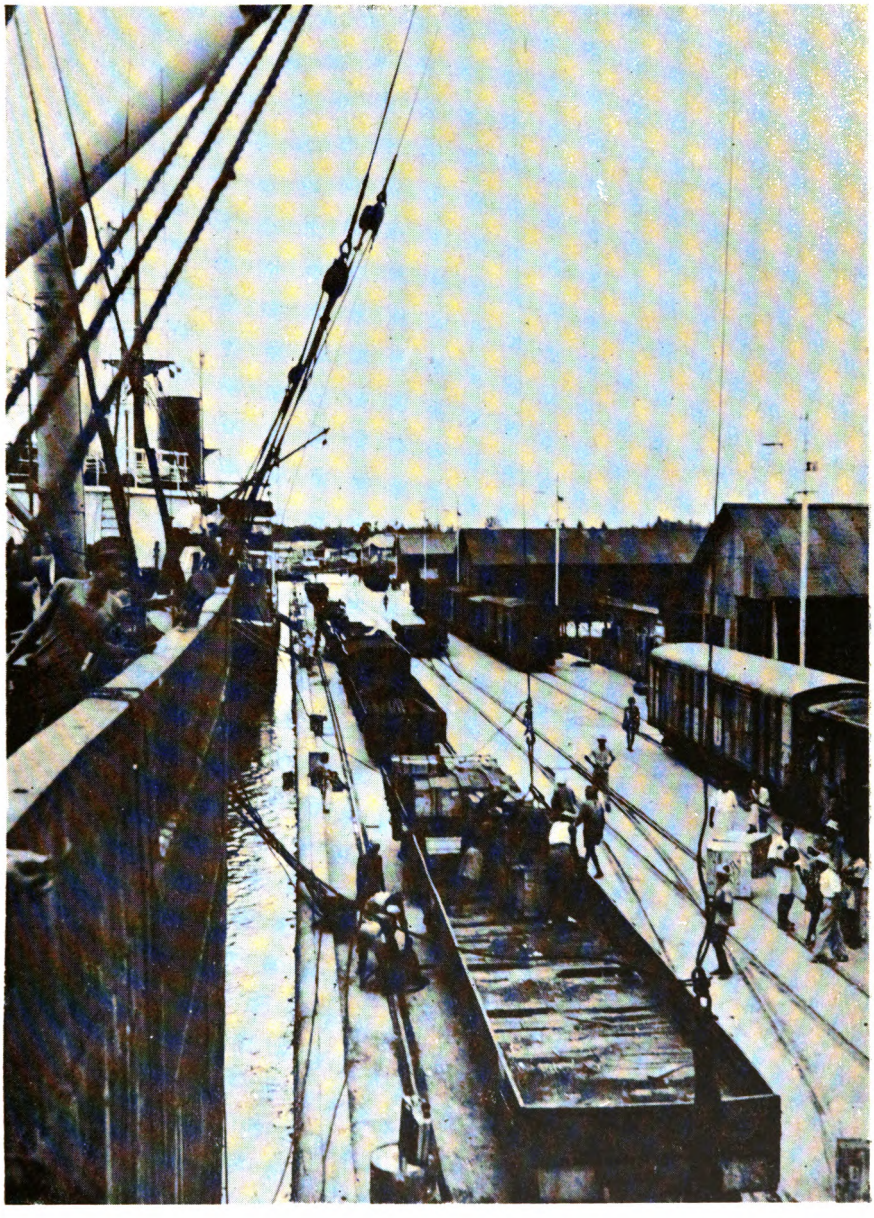

Docks—Port Swettenham.

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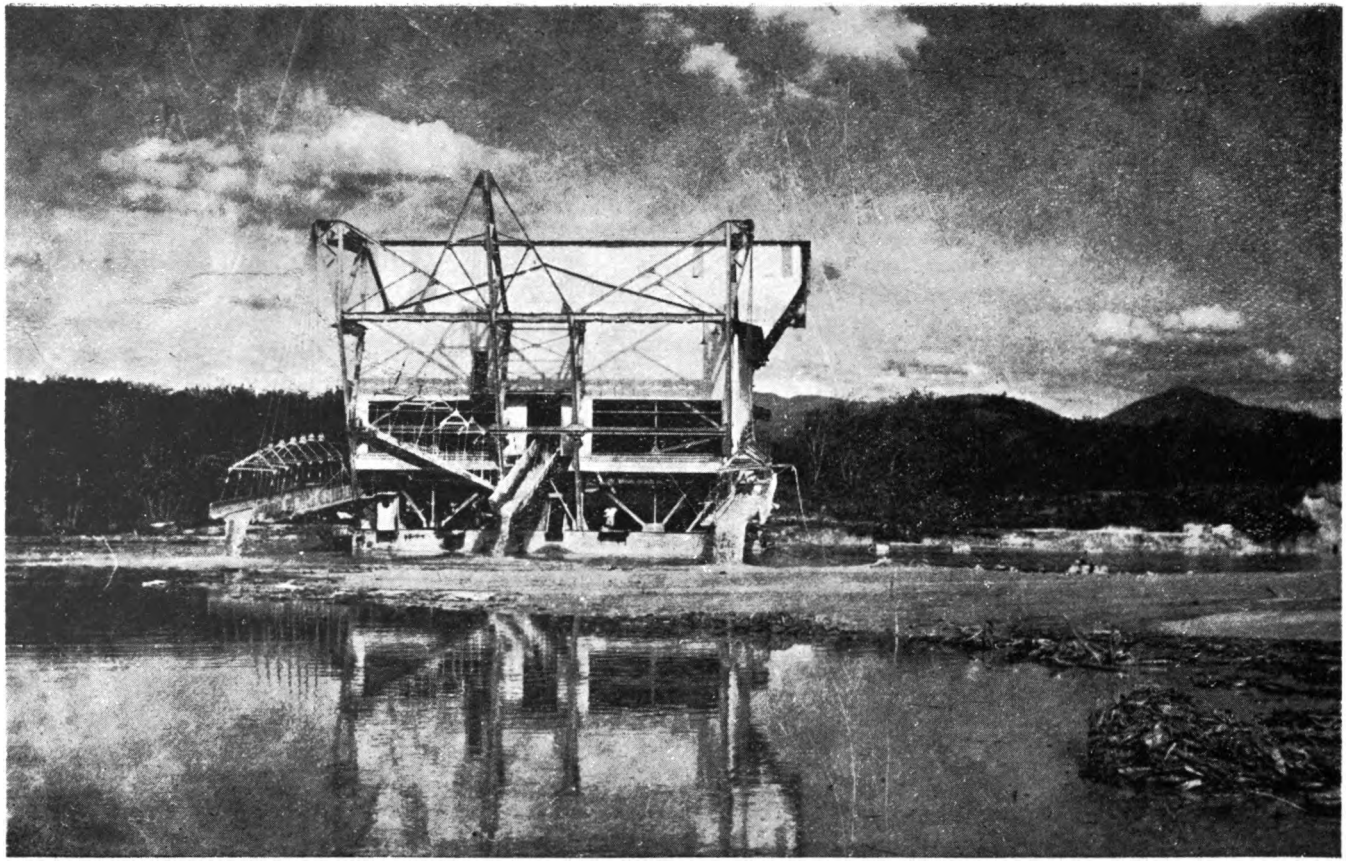

Malayan Tin Dredge, Selangor.

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559. Restrictions of supply had, of necessity, to be exercised in many parts of the country where generating plant had not been fully rehabilitated. The total units generated by Bungsar Power Station for period April to December, 1946, was 45,449,204, giving an average monthly figure of 5,049,911 units as compared with 109,526,623 units in 1940, giving an average monthly figure of 9,127,218 units.

560. The total units generated and/or purchased by the Electricity Department for the period April to December was 63,985,899 units, giving an average of 7,109,544 units for a month as compared with 129,336,213 units in 1940, giving a monthly average of 10,778,019 units.

561. The effective generating capacity, when all available plant has been rehabilitated, is estimated at approximately 120,000 K.W.; it may be observed also that the majority of this plant is old and by modern standards inefficient and uneconomic to operate.

562. In order to meet this deficiency in plant preliminary work on the construction of a new thermal station of an ultimate capacity of 80,000 K.W. at Connaught Bridge, near Klang, was commenced, and it is anticipated that 40,000 K.W. will be operating in 1950. This station will later be interconnected with other thermal and hydro-electric stations in order to reduce the amount of stand-by plant. In addition, investigations were instituted in connection with various promising hydro-electric schemes in the Telom Valley. A comprehensive report dealing with the future development of electricity supply in Malaya was under preparation for submission to Government in January, 1947.

563. Water Supplies.—Malaya is well served with water supplies. During the period of Japanese occupation, these installations deteriorated more than any other public service administered by the Public Works Department. The process of rehabilitation was consequently slower, handicapped as it was, in the earlier part of the year, by shortage of essential chemicals, and throughout the whole period by the non-arrival of spares of all kinds, from chloronome parts to pumps and prime movers. There were a few cases of destruction on a major scale, but a great multiplicity of minor defects to be remedied, and arrears of maintenance to be undertaken, before the former standard of these services could be said again to have been approached.

564. The problem of water supplies has been aggravated by a considerably increased population at the major urban centres and investigations to augment supplies have been instituted. The study of rainfalls and run-offs in most catchment areas has been started.

565. There are 101 water sources throughout the Malayan Union, the supply from 41 of which is effected by pumping.

566. Generally it may be said that by the end of June, water had been made available to all those who had received supplies in 1941. Treatment by chlorination and filtration had become general, and headworks and reservoirs had been cleaned.

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CHAPTER XI.

COMMUNICATIONS.

567. ROADS.—The first impressions of the main road system on re-occupation were that it had not suffered so much from lack of maintenance as had been expected. It soon became clear, however, that this appearance was due principally to lack of traffic during the period of Japanese occupation. Heavy rain and dense military traffic in the first stages of the re-occupation threatened to defeat early efforts to maintain the main road arteries, but the combined efforts of Military Engineers and the resident staff of the Public Works Department did, however, deal with the immediate danger of breakdown in communications by "stitch in time" methods, before the Civil Government took over.

568. On April 1st, 1946, the Public Works Department assumed responsibility for the maintenance of approximately 6,000 miles of public road, of which about 4,000 miles had been treated with bitumen. The proposed extensive reconditioning programme, providing for the maximum of full width re-surfacing and re-sealing, fell far short of its objective on account of the failure of this plant order from United Kingdom to arrive either at the time or in the quantities anticipated.

569. It has therefore been necessary to resort, to a regrettable and uneconomical degree, to the process of patching, and even in some cases of patching without the use of bitumen. The supply of the latter improved as the year progressed, but the means of applying it were lacking.

570. The extensive demolition of road bridges in 1941, which preceded evacuation, provided a major problem of rehabilitation. In the State of Johore alone 147 bridges were destroyed and 91 were demolished on the main road North and South between Alor Star and Johore Bahru. By the end of the year 52 timber trestle and pile bridges and Bailey steel trussed bridges had been erected and the qualities for which the latter had become famous during the war, enabled them to provide a rapid solution to an embarrassing problem.

571. The only major road work undertaken was the improvement of the East Coast road from Kuantan to Kota Bahru. This was undertaken in conjunction with the Military Authorities who together with Japanese Surrendered Personnel, contributed approximately three million man-hours of effort.

572. The first and incomplete instalment of this project has so far provided a fair hard-surfaced road with a few weak bridges between Kuantan and Kemaman—a distance of thirty-six miles. A lower grade track of varied standard from Kemaman to Trengganu, a distance of ninety-seven miles, and the pre-war road which is suitable for light traffic under most conditions between Trengganu and Kota Bahru, a further distance of one hundred and two miles.

573. CIVIL AVIATION.—Although civil aviation was not resumed during the year under review, five aerodromes and five air strips were maintained in minimum usable condition.

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574. Posts.—In order to facilitate the development of communications, the Posts and Telegraphs Department, which operated as a joint Department before the war was, on the liberation of Malaya, divided into two separate Departments—a Postal Services Department operating mails, money order, Savings Bank and allied services and a Telecommunications Department controlling telegraph, telephone and wireless services. It has not, however, been practicable to transfer telegraphic traffic to the Telecommunications Department except at the larger and more important places and telegrams are still handled by Postmasters at 173 post offices in the Malayan Union.

575. Since the liberation the Postal Services of the Unfederated Malay States of Johore, Kedah, Kelantan, Perlis and Trengganu have been combined with the former Postal Administration of the Federated Malay States and the Straits Settlements. This has been a particular boon in laying the foundations for an efficient unified service of posts and in spite of the limitations of fittings and equipment, particularly for letter sorting offices, at the end of the year there were 185 post offices and 115 postal agencies in the Malayan Union. All services (including house-to-house deliveries), for which there has been a public demand, have been restored while the re-introduction of the Insurance service on the 1st October, 1946, has done much to restore that confidence in the security and integrity of the posts which had been absent during the Japanese occupation.

576. The Post Office operates a useful money transmission service of money orders and postal orders, issuing nearly 4,000 of the former.

577. The Post Office Savings Bank is now used to a greater extent than ever before, paying current interest at the rate of two and two-fifths per cent. on money deposited.

578. The average time taken at the end of the year for surface mail between the United Kingdom and Malaya was 30 days, and air mail, seven days.

579. It is estimated that the total number of postal articles handled during the nine months ending 31st December, 1946, by the postal authorities was 37,947,244.

580. Telegraph Services.—In the large towns, the Telecommunications Department maintains its own telegraph offices, but in smaller centres, where the volume of traffic has not yet reached a level justifying the employment of separate telegraph staff, the Postal Department staff continue to handle telegrams on behalf of this Department. A similar arrangement also exists for the acceptance of telegrams by Railway Staff at certain Railway Stations.

581. At the end of the year, there were 25 major offices, 159 minor offices and 77 Railway telegraph agencies in operation.

582. The number of telegraph messages sent and received in the Malayan Union during the nine months under review was 1,209,383, as compared with the combined number of messages for both Federated Malay States and Singapore in 1941 of 1,231,011.

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583. The total revenue for telegraph services for this period was $1,243,170.

584. Facilities provided in connection with the Inland telegraph service are similar to those in force before the war, while most of the Foreign telegraph services have been restored since the war.

585. TELEPHONE SERVICES.—The extremely low standard of maintenance by the Japanese of the trunk and junction routes resulted in frequent interruptions of inter-exchange circuits with consequent delays in trunk and junction traffic. As the work of rehabilitation progressed, and additional circuits were brought into service, these delays were reduced, and the standard of service improved, but the standard, good though it is in the circumstances, is still far below that which it is desired to offer to the public.

586. One hundred and sixty telephone exchanges were taken over from the British Military Administration on the 1st April, 1946, and a further 14 were opened by the end of the year.

587. In September the basic trunk rate was amended from five cents per ten miles of route distance to five cents per 7½ miles of direct distance.

588. Preliminary arrangements were made for the extension—as soon as equipment becomes available—of most of the exchanges in the system to enable future developments to be met. This included the preparation of a specification for a new automatic telephone exchange for Kuala Lumpur of 8,000 lines ultimate capacity.

589. RADIO.—The rehabilitation of radio communication services has continued and such services as it has been possible to restore have been maintained satisfactorily, but it has not been possible yet fully to restore all those services which were in operation before the war owing to shortage of trained staff and equipment.

590. The services operated between Kuala Lumpur, Trengganu, Kelantan and Pahang handled nearly 60,000 messages.

591. A ship-to-shore service was operated from Penang Radio and 1,216 messages were handled.

592. Over 6¼ million words were received on behalf of the various Press Agencies at the Penang Civil Radio Receiving Station.

593. Amateur transmitting has been resumed and 19 licences have been taken out.

594. One of the major features of maintenance work undertaken by the Telecommunications Department was that of the signal system of the Malayan Railways upon the operation of which depends the safety of the Railway system itself.

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595. Road Transport.—It was found upon re-entry into Malaya that all Public Service Vehicles had been taken over and operated by the Japanese during the occupation. The vehicles themselves were antiquated and unsafe. They were disposed of by the Japanese immediately before the arrival of the British Forces to all and sundry for large sums of Japanese Military currency, or given away as gifts. Those who acquired this semi-derelict transport, put it into operation for their own purposes without any co-ordination of services. These vehicles tended to gravitate to the rural areas depriving estates and mines of essential transport facilities.

596. It was considered that the most equitable approach to this complex problem was to ensure that the pre-war public passenger transport operators with experience of operating public service be afforded the first opportunity of rehabilitating their businesses and functioning such services. These operators showed themselves co-operative. Early in the year 50 per cent. of the pre-war service on main routes had been put into operation and by the end of the period under review 5,000 miles of road in the Malayan Union were covered by omnibus services which it is estimated travelled 29,000,000 miles carrying a total of over 70½ million passengers.

597. Hackney carriages are stationed in all the major towns, kampongs, and estates throughout the country, and they have been licensed in considerably greater numbers than was the practice before the war, owing to the universal shortage of private motor cars. The fares chargeable in respect of all stage carriage routes are clearly defined and they are based on three cents a passenger mile for rural services and four cents a passenger mile for urban services.

598. The maximum rates of charges for hackney carriages is 30 cents a mile hire, for omnibuses hired as a whole exceeding 18 seats the charge is 60 cents a mile or $12 a day (£1 8*s*. 2*d*. a day).

599. To meet the heavy haulage demands of the general rehabilitation programme it became essential to place the maximum number of load-carrying vehicles on the road in the shortest possible time and by the end of the year the number had reached 6,409 which from estimates of the major operators for hire covered a distance of some 40,000,000 miles lifting over 20,000,000 piculs of goods (1,190,476 tons). The number of such vehicles in the Union approximated to the number registered pre-war although they were not of the same carrying capacity or of the same comparable standard of mechanical fitness.

600. Public Hauliers and Public Passenger Transport Operators were afforded facilities for the purchase of motor vehicles whenever available. Rates authorised to be charged by Hauliers at the end of the year were 20 cents a ton mile and $14 a day (£1 12*s*. 10*d*.) per vehicle whichever was the greater.

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601. It was agreed that petrol should be made available to the general public from 1st February, 1946, on a strictly rationed basis and at the end of the year the basic ration obtaining was calculated on an assessment of 300 miles in harmony with petrol rationing in the United Kingdom and India.

602. By the end of the year nearly 2,000 new motor cars, over 1,000 new commercial vehicles and 417 new motor cycles had been imported into the Malayan Union.

603. There has been an acute shortage of motor vehicle tyres and tubes throughout the country during the period under review and the possibility of local manufacture of motor tyres is being investigated.

604. MARINE.—Three thousand one hundred and forty-six vessels, principally under the British and Dutch flags, entered and cleared at ports of the Malayan Union during the year under review, with a total tonnage of 4,676,731.

605. The total number of local craft which entered and cleared at various ports of the Malayan Union were 38,008 of a total tonnage of 605,146.

606. MALAYAN RAILWAY.—The Malayan Railway, which was formerly known as the Federated Malay States Railways, forms a vital factor in the communications of this country. It is owned by the Government of the Malayan Union.

607. The Main Line runs from Singapore in the south to Prai in the north, opposite Penang Island. A few miles south of Prai a branch line deviates to the Siamese border, where connection is made with the Royal State Railways of Siam, at Padang Besar. Branch lines connected the Main Line to ports at Malacca, Port Dickson, Port Swettenham, Teluk Anson and Port Weld. The East Cost Line, branching from the Main Line at Gemas, previously extended northward to Tumpat in the north-east corner of the country and established through connection with the Royal State Railways of Siam again by means of a short branch line from Pasir Mas to Sungei Golok.

608. Journeys pre-war were made as comfortable as in any other part of the world by the provision of Restaurant Cars, Buffet Cars and well appointed sleeping Saloons. Air-conditioning was incorporated in Buffet Cars, First Class Coaches and Sleeping Saloons.

609. When the British Forces entered Malaya in September, 1945, it was found that the permanent way between Singapore and the Siamese frontier, and on the Port Swettenham and Port Dickson branch lines was intact but its condition necessitated reduced maximum speeds. Rails had been removed from 200 miles of the East Coast Line between Mentakab and Krai and also from the Tronoh, Teluk Anson and Malacca branches—in all 289 miles of single track and 44 miles of sidings no longer existed.

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Malayan Railway Locomotive takes in Water at Seremban.

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Butterworth Air Strip, Province Wellesley.

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A large proportion of the rails and fittings had been taken out of Malaya and used in the construction of the Burma/Siam and Kra Isthmus lines. A total of 10,000 linear feet of bridging (approximately two miles) had been destroyed or removed.

610. Signalling installations were in working order but in need of overhaul. Many short section and long section tablet instruments were missing. Railway telecommunications had suffered severely from neglect and bad workmanship and much equipment had been removed.

611. Four hundred staff quarters and 300,000 square feet of godown accommodation had been lost as a result of bombing.

612. One-third of the pre-war stock of locomotives had been removed to Siam and Burma, one-third were out of service awaiting heavy workshop repairs and the remaining one-third, although in use, were in a very bad condition. Locomotives imported by the Japanese, including 25 from Java, were also in a serious state of disrepair.

613. About one-half of the pre-war stock of 5,600 waggons had been taken to Siam and Indo-China. The Japanese had moved approximately 1,250 Java waggons into Malaya. Of these about one half were fit for use, but as they have buffers six inches higher than the Malayan standard, their use caused many operating difficulties.

614. Less than one-third of the passenger coaches were in usable condition. One hundred and twenty-one had been destroyed or moved out of Malaya, and the remainder had been stripped of fittings, upholstery and windows.

615. The main workshops at Sentul had been very badly damaged by Allied bombing. Of a total covered area of 14 acres, 63 per cent. had been completely destroyed. The Japanese had erected temporary workshops hidden and widely scattered in a rubber estate seven miles from Kuala Lumpur. Machinery, plant and stores had been widely dispersed. Allied bombers had also destroyed a large part of the locomotive running shed at Kuala Lumpur, and wrecked most of the carriage shed which had stabling capacity for 100 coaches.

616. At Port Swettenham the Railway lighter fleet of 6,000 tons capacity had been sunk and the pontoon wharf severely damaged. Wharves Nos. 2 and 3 were blocked by sunken vessels lying alongside.

617. The Railway was under the control of the Transportation Directorate, Allied Land Forces, South East Asia, from September, 1945, until 31st December, 1945. From January 1st, 1946, until the end of March the Railway was administered as a branch of the British Military Administration. The principal rehabilitation works, started during the period of Military control,

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were the restoration of the Connaught Bridge at Klang, the rebuilding of two bridges on the Sungei Golok Branch, and the construction of a pontoon wharf at Port Swettenham 210 feet in length.

618. Progress was made in clearing debris and on the first stages of the restoration of facilities at Sentul Workshops and at the Kuala Lumpur Running Shed.

619. During the period of Military control, 24 "MacArthur" locomotives and 215 War Department bogie waggons were brought into Malaya together with other equipment and stores.

620. The Railway staff and labour force had been seriously depleted during the occupation period and approximately 750 had been taken to Siam by the Japanese. However, when the British Forces came to Malaya an adequate number of locally domiciled railway employees reported for duty and worked with enthusiasm to restore public train services.

621. During the first few months of Civil Administration the Railway was still largely dependant on the Army for the supply of stores needed for day-to-day operation and War Department Rolling Stock and equipment continued to arrive in large quantities.

622. The standard of service which the Railway was able to offer to the public during the early part of 1946 was much below that prevailing before the war, but with the arrival of equipment from overseas there has been progressive improvement.

623. The work performed in the nine months ending December, 1946, may best be summarized by comparison with results obtained in the last pre-war years for which complete figures are available, i.e., 1939:

Monthly Average.	Percentage of 1939 results.
Route mileage open to traffic	74 per cent.
No. of passenger journeys	50 ,,
Length of passenger journey	200 ,,
Passenger train miles	30 ,,
Tonnage of goods traffic	61 ,,
Length of haul of goods traffic	159 ,,
Goods train miles	89 ,,
Goods ton miles	98 ,,
Port Swettenham—	
Imports	63 ,,
Exports	70 ,,
Prai—	
Imports	86 ,,
Exports	137 ,,

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624. Owing to the high operating costs prevailing, surcharges of 25 per cent. and 33⅓ per cent. on parcels and goods traffic were imposed on the 21st May and a general increase of approximately 25 per cent. in passenger fares (all classes) was made with effect from August, 1946. The continued rise in costs rendered it necessary to increase the surcharges on parcels and goods traffic to 50 per cent. and 66⅔ per cent. respectively on the 1st December, 1946.

625. The Railway Construction Department was re-established to undertake major reconstruction works, which include the reconstruction of those lines which were removed by the Japanese, the restoration of Sentul Works, and the Kuala Lumpur locomotive and carriage sheds, and the restoration of wharves, jetties and slipways at Port Swettenham.

626. The shortage of labour and material, particularly railway sleepers, were limiting factors, but by the end of the year the permanent way of the Teluk Anson Branch, 18 miles in length, had been relaid. Substantial progress had been made in clearing debris and erecting temporary repair accommodation at Sentul Works and Kuala Lumpur running sheds. The Connaught Bridge was reopened by His Excellency the Governor of the Malayan Union on 6th July, 1946.

627. Gross revenue for the period under review exceeded gross expenditure by $6,483,021, the figures being $22,904,403 and $16,421,382 respectively.

628. Broadcasting.—The Department of Broadcasting, Malayan Union and Singapore, was set up on April 1st, 1946, in order to carry on and develop the broadcasting activities of the Publicity and Printing Department of the British Military Administration. The long-term directive given to the Department is to provide in English, Malay, Chinese and Tamil a service of information, education and entertainment which can be received satisfactorily on cheap medium-wave sets in all the main centres of population, and on short-wave sets elsewhere. In due course it will do this by means of a number of pairs of medium-wave transmitters, and by two short-wave transmitters on Singapore Island directing their transmissions straight up the Peninsula. Every part of the Peninsula will be served with two simultaneous programmes. The Headquarters are at Singapore, but the Deputy Director is stationed at Kuala Lumpur and programmes from all the Malayan Union stations will be fed into the network as required.

629. With the equipment available in 1946 it was impossible to operate this plan fully. However, programmes in English, Malay, Chinese and Tamil were broadcast from medium-wave stations at Kuala Lumpur (two simultaneous programmes of six to seven hours each), Penang (two simultaneous programmes of seven hours each), Malacca (one programme of seven hours) and Seremban (one programme of eight hours). Johore Bahru

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and the southern parts of Johore were served by two medium-wave transmitters on Singapore Island operating simultaneously for seven hours a day each. Kuala Lumpur also operated a small short-wave transmitter, but the main short-wave service of the Peninsula was provided by a 10 kw. transmitter on Singapore Island.

630. Equipment was in a very poor state being almost entirely of Japanese manufacture and installation. The Engineering Division of the Department, throughout the period under review, worked under the severest difficulties. Due to the initial poor design of the equipment, its age and the ravages of the climate, maintenance proved an extremely arduous task.

631. At the beginning of April arrangements were made for the shipment of new transmitters, studio and recording equipment, etc., from the United Kingdom. The bulk of this material had not arrived by the end of the year, and the service provided therefore in 1946 was nowhere and at no time comparable with the service which will be possible when installation is completed.

632. The programmes included two news bulletins a day in each main language, and such public notices as Government wished to be broadcast. No prompt and reliable service of local, news was possible, but there were frequent talks and discussions on local problems and projects. There were regular commentaries on world affairs. There were many plays and feature programmes in each language, performed in the studios at Kuala Lumpur and Singapore, and also many English plays which had been recorded by the B.B.C. Orchestras, bands and "musical parties" gave frequent studio performances and there were "outside broadcasts" from restaurants and places of amusement. A large part of the programmes in every language was occupied by gramaphone records, but the Department's record libraries were in an impoverished state. The libraries consist mainly of the records accumulated by the British Malayan Broadcasting Company from 1936 deteriorated after unceasing use by the Japanese. Few new purchases were possible. There were special programmes for women and for children, in particular a service of broadcasts for English, Malay and Chinese schools, nine programmes a week in each language. Several events of great local interest were broadcast, including the Inauguration Ceremony of His Excellency the Governor of the Malayan Union. His Excellency the Governor and His Excellency the Governor-General both broadcast to the people of Malaya on more than one occasion.

633. DRAINAGE AND IRRIGATION.—The Drainage and Irrigation Department was formed in 1932 mainly for the purpose of promoting increased rice production, but its activities extend to land drainage and river conservancy for the benefit of agriculture generally, as well as irrigation works for rice cultivation. Flood prevention and control of soil erosion and its effects also receive attention.

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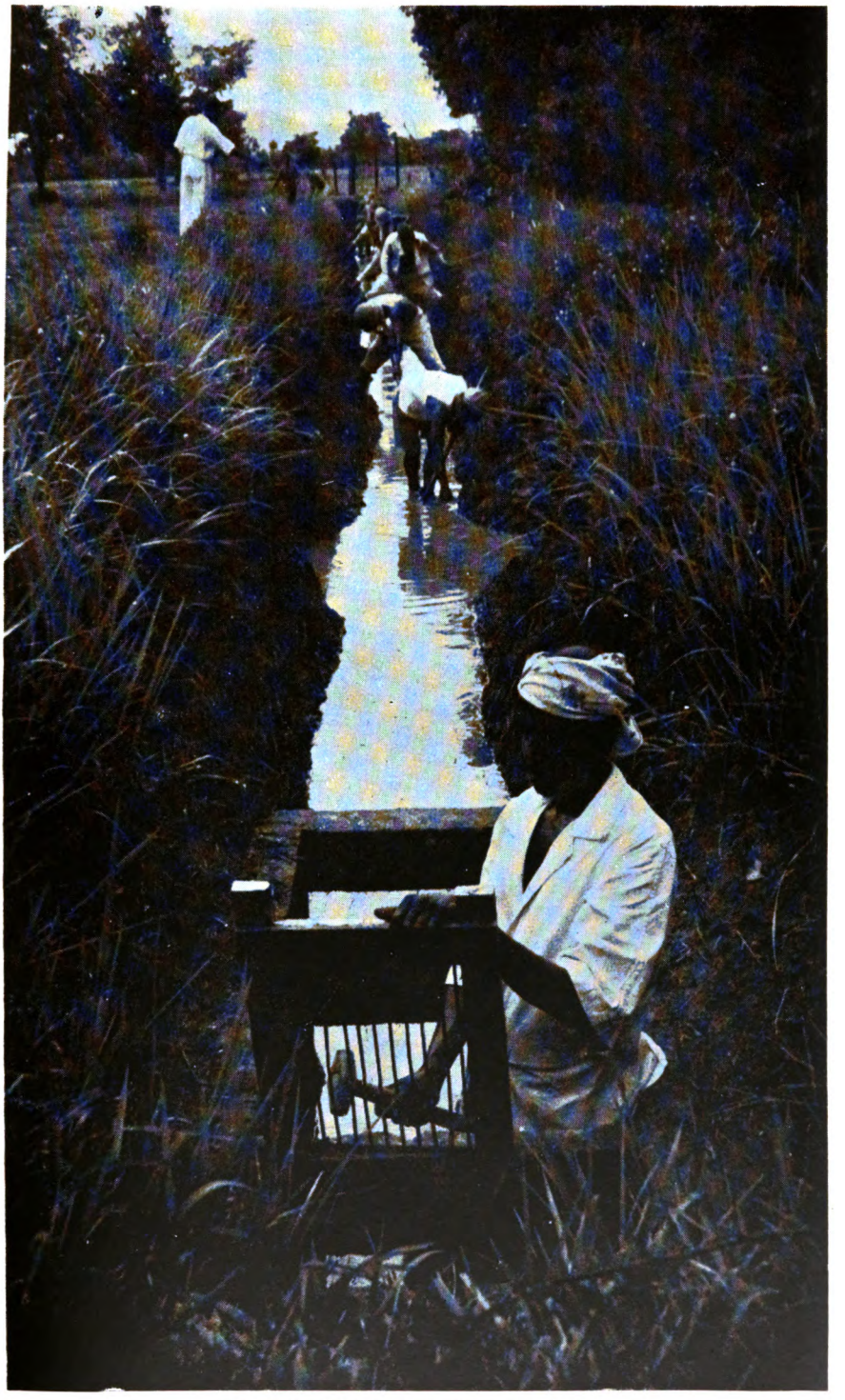

Anti-Malarial Work: Clearing Ditches.

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Lock Gates and Spill Ways, Sungei Manik.

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634. The policy of the department has been the improvement of conditions in existing rice growing areas by the provision of modern irrigation and drainage works and the steady development of new areas. A greater self-sufficiency in rice production is the object and this is sought by increased yields as well as by new cultivation.

635. New development depends on the rate at which colonists become available, and the policy has been to institute works only to such extent as is required to meet the demand. For this reason, development of large areas has been planned in stages.

636. The interruption of work and the neglect during the Japanese occupation had very adverse effects on cultivation generally, and the task of rehabilitation has been the principal activity during 1946.

637. IRRIGATION WORKS.—A large amount of clearing, desilting and repair of waterways, making up of bunds and reconditioning of structures was carried out throughout the Union in preparation for the 1946-47 planting season. Progress was somewhat hampered by the loss of the greater part of the departmental mechanical equipment during the occupation, of which only about 20 per cent. survived and that in deplorable condition. No replacement had reached Malaya by the end of the year though a large amount of plant was on order. The largest individual area supplied with irrigation and drainage works is the Krian Scheme in Perak comprising 66,900 acres of which the planted acreage had dropped to 47,000 acres in the 1945-46 season. Vigorous repair and rehabilitation works were in hand and in the 1946-47 season, this had risen to 53,713 acres.

638. The Sungei Manik Scheme, also in Perak, has been under development since 1932 and, when completed, will comprise 24,000 acres. In the first three stages, 9,790 acres were completely opened up and in the fourth stage 1,925 acres were planted in 1946. A scheme at Changkat Jong, in Perak, is well in hand to provide 6,000 acres for Chinese padi planters.

639. Schemes to open up the coastal area in Selangor between the Selangor and Bernam rivers have been under investigation and construction since 1932. In the northern part of the area, 15,000 acres were developed as a controlled drainage scheme at Panchang Bedina. The remainder of the coastal strip to a point south of the Tinggi river has been developed since 1939 in successive areas served by a headworks constructed on the Tinggi river and a main supply canal running north to link up with the Panchang Bedina area mentioned above. The Sawah Sempadan portion south of the Tinggi river (6,100 acres) is completed and a considerable part of the Sungei Burong area (9,200 acres) has been opened up since the war. The total area of this scheme, when completed, will be some 50,000 acres. Good crops have been produced and this has had an encouraging effect on colonisation.

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640. Other major areas for which schemes are now in hand are the Kubang Pasu area in Kedah, which will provide improved irrigation and drainage for 100,000 acres in Kedah and the Perlis scheme for 43,000 acres in that State. There are some 250 areas situated in various States and varying in size from 4,500 to 50 acres which are provided with irrigation facilities such as dams, control gates, supply and drainage channels and drainage controls.

641. Areas with pumped supplies are in operation at Bota (2,096 acres) and Bukit Tunggal (2,461 acres) in Perak and Pahang Tua (3,456 acres) in Pahang. Several pumping schemes on a smaller scale are operating and under construction.

642. The total estimated acreage of wet padi land provided with permanent irrigation and drainage works is 220,000 acres. Expenditure on irrigation areas in 1946 was as follows: Rehabilitation Works $343,269, Normal Maintenance Expenditure $462,527 and New Development Expenditure $105,312.

643. In connection with general land drainage for other crops, the principal activities of the department have been directed in the past to the west coast areas of Selangor and Perak and work is now being undertaken for the improvement of large areas on the west coast of Johore. These works include the exclusion of sea water by the construction of coastal bunds, the provision of tidal control gates and the excavation of main drainage channels. In addition to improvements for agriculture, consideration is given to improved health conditions and general amenities.

644. The Bagan Datoh Drainage Area, in Perak, extends to 51,202 acres and is principally devoted to cocoanut cultivation. The Selangor Coastal Drainage Areas, which contain cocoanut, rubber, coffee and pineapple cultivation, amount to 186,095 acres. Drainage rates are collected in the Bagan Datoh Area and in 122,152 acres of the Selangor areas.

645. Construction was in hand in the Senggarang (80,000 acres) and the Sri Menanti (31,500 acres) areas in Johore.

646. The 1946 expenditure upon drainage works was Rehabilitation $106,184, Normal Maintenance $131,955, and New Development $48,703.

647. The years of neglect of river conservancy brought many cases of unsatisfactory drainage conditions to light and a large amount of work was put in hand to remedy this, but it will take some years to overcome the arrears. Expenditure on this account was Rehabilitation Works $103,326, Normal Maintenance $132,480 and New Development $46,482.

648. Owing to loss of records and plans during the occupation, the preparation of schemes for 1946 and 1947 was a formidable task for the Headquarters Drawing Office, but in spite of this, the necessary plans were prepared and preliminary studies made for a programme under the Colonial Development and Welfare Fund.

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Chapter XII.

CULTURAL ACTIVITIES.

649. One of the results of the Japanese occupation was a general deterioration in the cultural activities in this country. Libraries were destroyed or depleted, crafts were discontinued and museums were looted or damaged, and interest in social and cultural amenities was unavoidably reduced to a minimum. In one respect only there was an exception: the Japanese themselves showed considerable interest in music and made no objection to members of the public pursuing this hobby in their spare time.

650. Since the return of the British an effort has been made to revive interest in pre-war activities and, in spite of difficulties of obtaining raw material, local craftsmen engaged in the production of silver, weaving, fibre work, gold thread embroidery and wood carving have found a ready market for their products. They have been encouraged by the provision of special sections at rural agricultural shows throughout the country and by the provision of special facilities in the Malayan Exhibition in August, 1946, when every State in the Peninsula furnished a separate display of their products. In addition, the Department of Public Relations has arranged sales depôts in a number of their Information Centres in the main towns and, through this means, has disposed of large quantities of silver, fibre material including floor mats and handbags, and wood carving.

651. Arrangements are being made to re-build the Kuala Lumpur Museum which received a direct hit from an Allied bomb, and to purchase replacements for many of the exhibits which were destroyed. Other articles which were looted from the Taiping Museum will be replaced as opportunity offers.

652. The visit of Sir Angus Gillan, head of the Empire Division of the British Council, in November, 1946, provided a welcome stimulus to the interest in cultural affairs and it is hoped that the activities of the British Council will be developed in the Malayan Union during 1947 and that this will provide greater facilities than at present exist for those who are interested in this subject.

653. The development of musical talent has made further progress and a Light Symphony Orchestra, which was started during the Japanese occupation, has now been formed in Kuala Lumpur and has given its first concert. In addition, the Department of Public Relations has organised in Kuala Lumpur and Ipoh a series of free classical gramophone concerts open to the public using a powerful radiogram and is planning to organise a series of all-community concerts in which music of all races will be performed by representative orchestras and music parties.

654. The Malayan Agri-Horticultural Exhibition provided an opportunity for local artists to display their work and there is considerable talent awaiting encouragement and further training in the country. Poster competitions organised by the Department of Public Relations produced many interesting and promising

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entries and three local artists are employed by the department to prepare posters for publicity campaigns. Two other artists have been engaged on the staff of the Malayan Film Unit to work in the preparation of animation films and cartoons.

655. The Department of Public Relations organised a literary competition at the end of the year, and received a number of promising entries from local authors. The main handicap for authors in Malaya, apart from the shortage of paper, is the high cost of production which, in most cases, prevents them from publishing their work. There is an urgent need for more reading matter in the three main vernacular languages which the Department of Public Relations is endeavouring to meet by the publication of paper covered books in Malay, Chinese and Tamil. These are prepared by the Translation Bureau of the department but production is limited to a maximum of one per month owing to limited staff.

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PART II.

Chapter I.

GEOGRAPHY AND CLIMATE.

656. The territories comprising the Malayan Union are situated in the Southern Section of the Kra Peninsula which protrudes at the South-eastern Corner of Asia between India and China, between latitudes 1° and 7° North and longtitudes 100° and 105° East. The Union covers an area rather more than twice the size of the island of Ceylon and slightly larger than England without Wales. The largest of its territories is the State of Pahang, which is twice the area of Lancashire and Yorkshire combined and the smallest is the State of Perlis which is about twice the size of Rutland.

657. The State of Perlis lies on the North-west Coast of the Peninsula and is bounded by a range of mountains running North and South which separates it from the Siamese Province of Setul. On the East the boundary is with the Siamese Province of Nakon Sridhammaraj and the Malay State of Kedah, which is bordered on the interior by the Siamese States of Songkhla and Patani and by the State of Perak. The Muda River separates it from Province Wellesley.

658. The State of Perak stretches South from Province Wellesley, Kedah and Siam and is separated from Kelantan and Pahang on the East by the main range of mountains that form the backbone of the Peninsula. On the South, the Bernam River separates the State from Selangor, which is bordered on the East by the State of Pahang and on the South by the State of Negri Sembilan.

659. Stretching North on the East Coast between the Northern Border of Pahang and the Siamese boundary lie the two States of Trengganu and Kelantan.

660. In the extreme South of the Malay Peninsula lies the State of Johore. Four-fifths of the surface of the Union is covered by dense tropical jungle. The only generally cleared parts of the country are the long stretches down the West Coast, an area in the North and a number of open stretches up the principal rivers. The State of Trengganu, for example, is divided into sixteen river basins all of which empty into the China Sea.

661. The Malay rivers at their sources and in their upper reaches are quick flowing often with tortuous rapids and precipitous gorges.

662. In the lower reaches, the descent is more gradual and the water takes on a muddy hue from contamination with the silt of the plains through which they meander, debauching ultimately through strips of mangrove swamp, particularly on the West Coast.

663. The two principal rivers of the Peninsula are the Perak and the Pahang, the latter being some ten miles shorter than the River Thames. It springs in the main range of mountains, the highest of which is Gunong Tahan which rises to over 7,000′ at

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its summit. This and other peaks constitute some of the highest territory South of the Himalayas, while there are half a dozen prominencies which would comfortably overshadow Ben Nevis. That part of the country free from the torrid luxuriance of forest and jungle has been developed into great rice-producing areas as in the alluvial plains of Kedah, Perlis and Kelantan. Other stretches have been scarred by the incisions of industry as in the Kinta valley of Perak, which opens out into a monotonous prospect of silver grey silt, the residum of tin extraction.

664. The coast line of Malaya extends to over one thousand miles; on the West a practically unbroken succession of mangrove and mud flat with infrequent indentations of picturesque bays fringed with coconut palms and the graceful spires of the casuarina. On the East Coast there are long unbroken stretches of sand and surf bordered by a littoral vegetation which lends to it a beauty possibly unparalleled in the tropics.

665. Within the territorial waters lie the Langkawi Islands off the North Kedah coast rising to over 2,000′ wrapped in wild and rugged beauty. Farther south there is the island of Penang, picturesque in a different way, whose features have been eulogised by travellers from the earliest histories. The island of Pangkor off the coast of Perak was once a Dutch settlement but little remains in evidence of this history beneath the vegetation which has long since reclaimed its own.

666. Finally off the East coast among a sprinkle of beautiful islands there is Tioman with its symbolic silhouette of granite peaks.

667. CLIMATE.—The principal features of the Malayan climate are copious rainfall, high humidity and a uniformity of temperature which rarely varies during the day more than fifteen degrees. There are no well-defined divisions between the seasons which are marked by the breaking and closing of the South-west and North-east monsoons, the latter of which occurs in the season which corresponds with the Winter in the northern latitudes. Although there are two recognised rainy seasons between June and December and in March and April, during the last seventy years most calender months have at one time or another been recorded as witnessing the highest annual rainfall of some specific year.

668. The average monthly rainfall for 1946 was 8.74 inches. The average maximum temperature on the plains was 88.2° and the average minimum was 72.7°. At the Hill Stations conditions are somewhat different. Uniformity of temperature still obtains but the highest temperature recorded at Fraser's Hill (4,200′) is 81° Fahrenheit and at Tanah Rata (4,750′) 79° Fahrenheit. The coolest night temperature recorded at Fraser's Hill is 53° Fahrenheit and at Tanah Rata, 36° Fahrenheit, only 4° above freezing point.

669. However relaxing may be the humid monotony of the perpetual summer's afternoon which is the Malayan climate, it has the redeeming feature of a cool and not infrequently chilly night which is denied those who live in the greater tropical land masses during the warmer seasons.

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View from Mount Pleasure, Penang.

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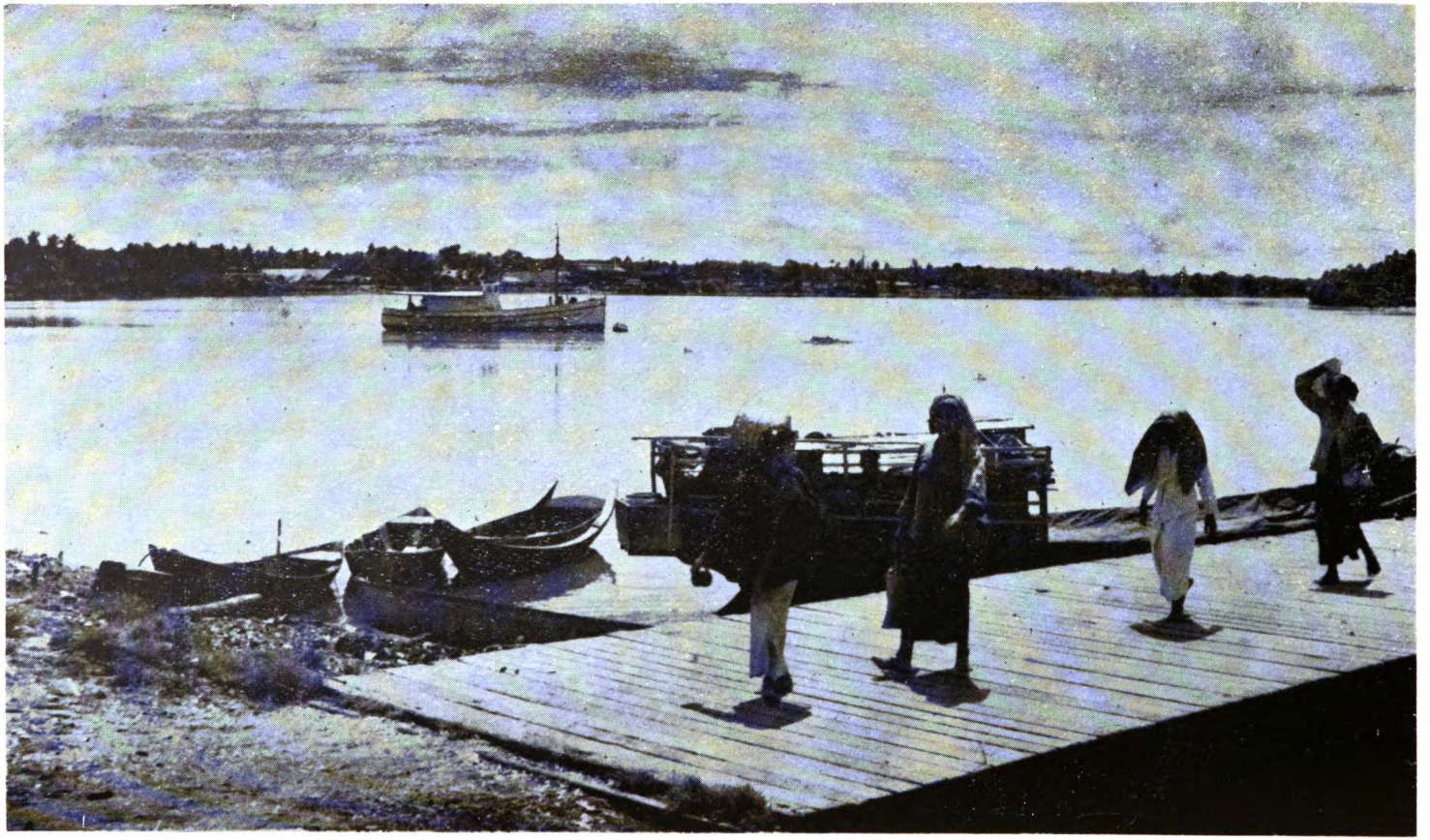

Water Front, Telok Anson.

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Chapter II.

HISTORY.

670. The Aboriginees.—The aboriginal inhabitants of that part of the Malay Peninsula which is now known as Malaya, numbering about 30,000 people, are usually divided into two main divisions, *Semang*, and *Sakai* of whom the Jakun (formerly considered to be a separate race) are nowadays regarded as a sub-division. These divisions are based upon differences of physical characteristics, differences of language, and differences of geographical location. The date of the arrival of these aboriginal peoples in Malaya is unknown, but it is probable that the Sakai whose original home is conjectured to have been Yunnan and who are akin to many hill-tribes in South China, Indo-China, Formosa, the Philippines, Borneo, Celebes and Sumatra, appeared in this part of the world some thousands of years before Christ. The Semang Negritoes, having racial affinities with the Aeta of the Philippines and the aboriginal inhabitants of the Andaman Islands, may have been earlier arrivals. They roam the jungles in the north of Malaya and are mostly men of the plains. They are regarded as being the lowest in the scale of civilization, and have only a very scanty knowledge of agriculture. The Sakai inhabit the hills and foot-hills south of the Semang. They are of Mongoloid stock. They are semi-nomadic and often live in communal huts. Noteworthy among the Sakai are the Northern Sakai who inhabit the hills which form the boundaries between Perak, Pahang and Kelantan. Owing to the fact that they have lived in the more healthy climate of the hills, free from the encroachment of other races, they have been enabled to develop a physique and a general outlook on life markedly superior to that of their kinsmen elsewhere. The Jakun are to be found in the coastal forests of South Malaya. Originally sea-farers (one branch of them is known as *Orang Laut*—"sea folk") in the course of many centuries they have in some cases been forced inland up the rivers. The Sakai (and Jakun) are sometimes described as *Proto-Malays* and a considerable element in the physical make-up of the civilized Malay is derived from this aboriginal stock. Another element to be found in the racial composition of the Malay in some parts of Malaya is the Indian.

671. The Indian Period.—About the first century A.D. Indian traders from the Coromandel coast began to arrive in the Peninsula and in other parts of the Archipelago in great numbers. They came to barter their fabrics, their iron implements, their beads and the like for the produce of the jungle: its gums, camphor, wood and gold-dust. Ptolemy's account of the "Golden Chersonese" is clearly descriptive of the Peninsula about this period.

In time many of these Indians, accompanied by their skilled craftsmen, such as architects, cloth weavers and workers in metal, settled here and in numerous other places in the Archipelago, inter-married with the aborigines and built towns. In our part of the Peninsula their chief settlement was on the river Merbok in Kedah. This town came to be known in Malay records as *Langkasuka*. These Indian colonies led the virtually

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autonomous existence of city-states but, as time went on, they all came under the domination of Sri Vijaya, an Indo-Malay Kingdom which had its capital, at one period, in Palembang. Later Sri Vijaya shifted its capital, it is thought, to Langkasuka.

The Indians wielded an important influence among the tribes with whom they had contact in the neighbourhood of the towns and the ports. They introduced Indian customs, including the system of rule by rajas in place of, or side by side with, the old simple Proto-Malay patriarchal or matriarchal tribal organisation. They disseminated Buddhism both of the southern school (*Hinayana*) and the northern school (*Malayana*). Animism was, however, the basic cult of the Malays until it was replaced by Islam. The Indians brought a large number of Sanskrit words into the Malay language, introduced Indian alphabets for writing that language, and in time familiarized the Malays with the great Indian epics to which Malay literature and drama of the Shadow Play variety came to owe so much.

Indian economic and cultural dominance lasted here from the early Christian era up to about the 15th century when the arrival of Islam first weakened and then destroyed it. The process of destruction was accelerated by the advent in 1511 of the Portugese who came to control the Malayan trade which up to that time had been largely Indian.

672. THE KINGDOM OF MALACCA.—It is conjectured that it was from the Kingdom of Sri Vijaya that the State of Tumasik (later to be known as Singapore) was founded about the 13th century. The latter, in turn, gave rise to the Malay Kingdom of Malacca. Tumasik, after beating off an attack by the Siamese about 1348, fell to the forces of Majapahit about 1376 and disappeared from history for four hundred years. The dispossessed ruler of Tumasik, Parameswara, fled to Malacca (then a little fishing village) which in the course of the following century grew to be of such great importance. The infant Malay State which he founded there was beset by enemies, chief among whom were the Siamese who claimed allegiance from its rulers. The latter, however, appealed for protection to the Emperor of China who raised the title of the Malay ruler to that of King of Malacca in 1405, freed him from any dependence on the Siamese, and warned that people to refrain from attacking Malacca. Later in the century the Siamese renewed their attacks, but by then the Malays had grown powerful enough to defeat them without outside assistance, and even to conquer the Siamese vassal State of Pahang about 1458.

The new Kingdom of Malacca grew apace in the 15th century. Its port was thronged by traders from many nations and small settlements of Javanese, Chinese and others were established there. By the end of the century it had extended its sway over the Malay Peninsula as far north as Patani and over some of the coastal regions of West Sumatra. During that century, too, began the conversion of the Peninsula Malays to Islam.

The first centre of Islamic missionary effort in the Malay Archipelago was Northern Sumatra. Thither Indian, Persian and Arab Muslim missionaries flocked from the 14th to the 17th

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centuries. From North Sumatra Islam spread to Malacca which, by the end of the 15th century, had become the centre of the new religion in the Archipelago.

This process of Islamisation was gradual: it started in real earnest in the Peninsula in the 15th century and was not completed till about the 17th century, when Iskandar Muda, Sultan of Acheh, compelled acceptance of Islam at the point of the sword. Its progress appears to have been stimulated by the violent opposition of the Portuguese. Its effect among the Malays was enormous: India lost its pre-eminence among them as a sort of mother-country: Indian ties were loosened and finally broken, Indian culture was no longer sought after: the Arabs and their religion and culture were taken as a pattern: the Indian pantheon was replaced by the Muslim belief in One God. Buddhism and Hindu rites yielded to Islam: Indian temples and religious symbols were destroyed; Indian names of places were in some cases altered; the local rulers who used to be known by the Indian titles of *Maharaja* or *Parameswara* were thenceforth called by the Arabic title of *Sultan*: the Arabic alphabet was adopted in place of Indian scripts; the flow of Sanskrit words into the Malay language ceased and that source was replaced by Arabic. The Malay versions of the Indian epics, the *Mahabharata* and the *Ramayana*, were put in the background and replaced by writings with a Muslim bias. Malay versions of Hindu romances were often altered to give them a Muslim colouring. Indian æstheticism gave way to Muslim rigidity; and the convivial habits of the Malays were replaced by the strict teetotalism prescribed by Islam.

The Malay Kingdom of Malacca came to an end in 1511 when, after fierce fighting, the town was captured by a Portugese fleet under Alfonso d'Albuquerque. The Malay ruler, Sultan Mahmud, fled to Johore where, in the course of time, he set up a new Kingdom based on Johore, Pahang and the Riau Archipelago which became known as *Riau-Johore*.

The Portugese held Malacca from 1511 until 1641 when they were dispossessed by the Dutch. They were crusaders rather than traders, and their compulsory conversions to Christianity made them detested by the Muslim Malays. In view of the scanty reinforcements which they received from Europe they encouraged their soldiers to intermarry with the local women and enlisted the sons born of these unions in their armed forces. Lack of assistance from their home country was mainly responsible for the Portugese defeat by the Dutch in 1641.

The Dutch conquerors of Malacca held their new possessions till 1795. In striking contrast to their predecessors they concerned themselves almost entirely with trade. When they were replaced by the British they left behind in the town of Malacca a few interesting specimens of Dutch Colonial architecture which are still in use.

In 1795, during the Napoleonic wars, England took peaceable possession of Malacca, returned it to the Dutch in 1814 in accordance with the Convention of London, and finally regained possession of it by virtue of the Anglo-Dutch Treaty of London of 1824 which recognised the Malay Peninsula as being within the British sphere of influence.

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673. The Kingdom of Riau-Johore.—Mention has already been made of the Kingdom of Riau-Johore which was founded by the fugitive Sultan of Malacca and which included Johore, Pahang, Trengganu, the Riau Archipelago and the Karimon Islands, and indeed loosely took in all those parts of Malaya over which the Portugese did not exert effective control, that is to say, almost the whole of Malaya for the Portugese (and their successors the Dutch) could command only the coastal areas between Malacca and Batu Pahat in Johore. These European nations, however, held command of the sea: an all-important factor which debarred their Malay enemies from legitimate trade and drove them all the more readily to piracy.

The Riau-Johore Kingdom, with its capital at Kota Tinggi, Johore, from the very outset had an uneasy existence. Its rulers were weak; deprived of trade, its funds were low; it was desolated by internecine conflicts, and it was not long before other enemies, this time non-European, appeared on the scene. Early in the 17th century a great and sinister figure made his appearance in the Archipelago: Iskandar Muda, Sultan of Acheen, in North Sumatra. His piratical hordes swept through Malaya, massacring, pillaging and carrying away into captivity many thousands of Malays. Malacca was the only place that he failed to capture, but no other territory was far north as Patani was immune from his depredations. He completed the conversion of the Peninsular Malays to Islam by compelling conversion at the point of the sword.

This invasion further weakened the already weak position of the Riau-Johore Kingdom. The year 1699 was signalized by the murder of the Sultan, known posthumously as *Marhum mangkat di-julang*, the last and the most degenerate of the direct line of the old Malacca Kings. The extinction of the old royal stock of Malacca in Johore, coupled with the periodical invasions of the Bugis which began to occur about this time, and to which reference is made below, commenced the disintegration of the Riau-Johore Kingdom which the Anglo-Dutch Treaty of 1824, by splitting up the Kingdom into English and Dutch spheres of influence, completed.

The successors of the murdered Sultan lost most of their power, and retired to Riau, leaving their Bendahara behind in Pahang, their Temenggong in Johore, and another high official in Trengganu. These chiefs, nominally the Ministers of the Sultan, eventually became the rulers in their respective States and the present royal families of Pahang, Johore and Trengganu are descended from them.

The Bugis from the Celebes began to swarm into the Malay Peninsula about the beginning of the 18th century. They were a bold piratical people and established a great name for themselves as fighters. They were led by warriors with the name of *Daing* and *Suliwatang* and they often wore armour consisting of coats of chain-mail. The Bugis overran Johore and Selangor. made themselves felt in Perak, Pahang and Trengganu, and in the course of the century they invaded Kedah on several occasions. When they conquered a territory and settled there their chiefs invariably took wives from the local notables. The ancestors, on the male side, of the present royal families of

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Johore and Selangor are descended from the offspring of such unions. It is probable that, but for the presence of European nations in the Archipelago, the Bugis would have carved out for themselves quite a considerable kingdom in Malaya.

In 1773, the country now comprising Negri Sembilan, inhabited by a people of Minangkabau origin who had extensively inter-married with the local Proto-Malays and who followed a matriarchal system of society, had seceded from the crumbling Riau-Johore Kingdom to form a confederation of little States under a Minangkabau Prince from Sumatra.

674. Relations Between Siam and the Northern Malay States. Foundation of Penang.—Although Siamese aggression in the southern part of the Malay Peninsula had been effectively checked by Malacca in the 15th century the destruction of that Kingdom in 1511 by the Portugese (who cultivated Siamese friendship) had the effect of reviving Thai pretensions to the Northern Malay States: Kedah, Kelantan and Trengganu. The Siamese suzerainty over these States was vague, fitfully exercised and often resisted. The practice, however, grew up for these States to send periodically to Siam a ceremonial present of "Golden Flowers" (*bunga emas*). This offering was claimed by Siam to be a mark of submission but by the Malays to be merely a sign of respect and friendship. The Siamese suzerainty, when exercised, was resented by the Malays and, in the case of Kedah, the issue became acute when Francis Light, in 1786 on behalf of the East India Company, took possession of the Island of Penang which hitherto had formed part of Kedah. Light had been negotiating with the Sultan for the cession of Penang. Chief among the terms demanded by the Sultan were a guarantee of military assistance in the event of attack upon Kedah by land (that is to say, by Siam or Burma) and the annual payment of a sum of $30,000. Although Light accepted these terms and proceeded to take possession of the Island the company repudiated his acceptance and declined to give up possession.

In 1791 the Sultan was defeated in an attempt to retake the Island by force. By a treaty made in 1800 between him and the company the cession of Penang, to which Province Wellesley was now added, was confirmed, and the company agreed to pay the Kedah ruler $10,000 a year while they remained in possession of these places. The treaty was silent as to military assistance. Throughout the negotiations for the cession of Penang the Kedah ruler had omitted to consult Siam. The Siamese were furious at this ignoring of their suzerainty but they bided their time.

In 1821 came their opportunity for vengeance. A Siamese force under the Raja of Ligor invaded and conquered Kedah. No quarter was given to the inhabitants and many thousands were massacred, Kedah losing thereby, it was claimed, more than half its population. The Sultan was driven into exile and the Siamese assumed direct control of the country, a state of affairs which continued until 1842 when the Siamese officials were re-called and the ex-Sultan was re-instated though Perlis, which had hitherto formed part of Kedah, was placed under a separate Raja. Kedah, however, together with Kelantan and Trengganu,

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remained under the suzerainty of Siam until 1909 when the Siamese, by the Treaty of Bangkok, transferred all their rights over these States and over Perlis to Great Britain.

Penang, the cession of which to the East India Company had been the source of such trouble for Kedah had, in many respects, a promising start. Acquired primarily as a naval base, it had an assured food supply from the agricultural region of Province Wellesley; it was a free-trade port; it allowed the occupation by settlers of such land as they could clear with a promise of title; its status was raised in 1805 to that of a Residency like Bengal, Madras and Bombay, and it was subject only to the control of the Governor-General of India. All these factors attracted to the Island a large and varied population and the stage seemed set for the development of Penang into a really important city. But Francis Light's inexperience in administration, resulting in the alienation of lands without prescribing rent or conditions of cultivation, and the omission to reserve land for public purposes, his policy of self-aggrandisement and nepotism, his dependence upon opium, arrack and gambling farms for revenue, and his dependence upon India for decisions greatly impeded the progress of Penang. The Indian habit of permitting officials to engage in local trade was another factor which militated against Penang's progress. But above all Penang as an important city was doomed by its inferiority as a sea port to Singapore which, through the foresight of Thomas Stamford Raffles, was founded as the great natural trade entrepôt in the Malay Archipelago.

675. SINGAPORE.—Thomas Stamford Raffles, a young official in the employment of the East India Company at Penang, was the founder of Singapore. In 1808 he attracted the notice of Lord Minto, Governor-General of India, by his eloquent plea against the proposed abandonment of the ancient town of Malacca—a proposal put forward by the Directors of the East India Company on the ground that Malacca would soon have to be returned to their Dutch rivals.

Later, Lord Hastings, successor to Lord Minto, authorised Raffles to seek a trading-station south of Malacca on the route of English ships to the Far East, on a site not already occupied by the Dutch, the great rivals of the East India Company in their unceasing quest for profitable trade centres. Raffles decided upon the Island of Singapore, at that time included in the territories still nominally held by the rulers of the Kingdom of Riau-Johore. A difficulty in negotiating arrangements with the ruler was that the then nominal Sultan of that Kingdom, Abdurrahman, an appointee of the Dutch and the Bugis, was not the eldest but the second son of the preceding ruler. The eldest son Husain had been ignored. Raffles solved the difficulty by entering into negotiations with Husain, and with the Temenggong of Johore, nominally the minister in Johore of the Riau-Johore Kingdom, but virtually the ruler of all Johore except the Muar district; and in 1819, the Temenggong and Husain, now recognised by Raffles as Sultan, signed an agreement allowing the British to choose land for factories in return for annual allowances of $5,000 to the Sultan and $3,000 to the Temenggong. In 1824 a final agreement was concluded ceding Singapore in perpetuity to the British.

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Raffles' policy of free trade for Singapore, his encouragement of settlers, and above all the natural advantages of Singapore as a port serving the whole of the Archipelago, led to the phenomenal development of the new town.

People of many races, above all the Chinese, thronged to Singapore as, in a lesser degree, they were thronging to Penang. The descendants of these Chinese were to become the pioneers of the Chinese immigration into the Malay States which began on a large scale in the latter half of the 19th Century.

Raffles was a scholar of Malay with an intensely sympathetic interest in the local peoples of all races especially the Malays. He worked upon a scheme for a complete federation embracing the States of the Peninsula and of the Archipelago including Mindanao in the Phillipines. He protested against the re-introduction of the slave trade and against slavery. He planned a Malay College for Singapore.

676. Establishment of British Protection in the Malay States.—Raffles strongly favoured British expansion not only in Malaya but elsewhere in the Archipelago. With his disappearance from the scene the ideal of a forward policy in this part of the world became dormant until it was awakened, in the last quarter of the century, by the rivalries of the great European powers and by the demands of British and Chinese capital seeking fresh fields for expansion coupled with the discovery of the rich mining resources of the Malay hinterland. The *laisser faire* policy of the successive British Governments and the unenterprising attitude of the East India Company (which governed the Straits till 1858), particularly sensitive to any venture savouring of expense, left the Malay States almost completely untouched although some of these States had asked for British protection.

In the seventies of the century, however, the British Government came to realize that a more progressive and realistic policy was necessary in its dealings with the Malay States. The administration of affairs in the Straits was now under the control of the Colonial Office to which it had been transferred from the India Office in 1867, and the new system enabled London to pay more attention to the Malay Peninsula.

The reasons which prompted the British Government to play a more positive part in the affairs of the native States were as follows:

First.—This was the period of annexation of many of the backward territories in the world by the great European nations. If Britain did not take immediate action to dominate the Malay territories there was a grave danger that another European power would step in and do so. In this connection the granting by the Rajas of huge concessions of land wholesale to Europeans and others, a practice that became prevalent at this period, constituted a grave danger to the British position in the Malay Peninsula as there was always a possibility that these concessions would fall into the hands of the subjects of another European nation which would thus be provided with a pretext for interference in the Malay States. This danger was very real (and came chiefly from France, Germany and Russia).

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Secondly.—There was the danger from Siam. In 1873, the year before the signing of the Pangkor Treaty, she had almost succeeded in inducing Perak to come over to her as a tributary State; she already had vague rights over the States of Kedah, Kelantan and Trengganu. But it was not so much Siam that was feared: the fact was that the very existence of Siam herself as an independent nation was imperilled by France. If Siam fell into the hands of the French then her Malay subject territories would automatically go to France too, and the stage would have been set for an Anglo-French war.

The *third* reason which determined British intervention was that the position of the Western Malay States had deteriorated; disputed succession to a Sultanate and quarrels (in which the Chinese took a prominent part) as to the ownership of lands rich in tin led to civil wars and to widespread disorders.

The *fourth* reason was the impulse of British capital (either European or owned by Malayan Chinese) attracted by the mineral wealth of the interior as demonstrated by the rich tin fields in Larut and elsewhere.

So, in 1873, Sir Andrew Clarke, the new Governor of the Straits, came out armed with authority from the home Government for more active intervention in Malaya. The first result of the new policy was the treaty of Pangkor with Perak in 1874. In the same and the following decade of the century there followed agreements with Selangor, with Sungei Ujong and the other little States of Negri Sembilan, and with Pahang. In 1909, after long negotiations with Siam, that country transferred to Great Britain her rights in the Northern States, and in the same year agreements were concluded with Kedah, Kelantan and Perlis, and in 1919 with Trengganu. Relations with Johore were regulated by a treaty made in 1914.

These treaties, either in their original form, or in the form in which some of them were later modified, were in their main features substantially similar. The provisions common to all these agreements were as follows:

(1) The Malay States agreed to accept British protection and to have no dealings with foreign powers except through Great Britain.

(2) Great Britain guaranteed the States protection against attack by foreign powers.

(3) The agreement provided for the appointment to the State of a British Officer whose advice must be taken and followed except in matters concerning the Malay religion and Malay custom.

Some of the treaties contained no express mention of custom, but the undertaking not to interfere with custom was accepted as being implicit in all the agreements with the Malays, whether it was set forth in the actual words of the treaty or not.

Although the title of the British Officer appointed in pursuance of the treaties varied—in Perak, Selangor, Negri Sembilan and Pahang he was called *Resident*, in the other States, *Adviser*—it was never intended that there should be any

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difference in their functions: they were all meant to be advisers. But from the very start in Perak, Selangor, Negri Sembilan and Pahang the Residents not only advised on policy, they were placed in such a position that they had to see that any policy decided upon was put into operation; they became in fact not alone advisers but the chief executive officers of the State. In the other States, on the other hand, the Advisers had almost always confined themselves to the giving of advice: the translation of that advice into action in internal affairs was a matter for the Malay administration.

The early Residents were faced with great difficulties: the Colony Government was not generous, and money had to be found to finance the new regime and put it on its feet, to compensate the Sultan and Chiefs for the withdrawal of their customary privileges of taxation, to construct roads, buildings and other public works and the like. It was decided to raise part of the revenue required by imposing rents on land as *land*. The Malays were accustomed to taxation only on the *produce* of land and this innovation (which was ultimately welcomed by the Malays) often caused considerable unrest at first. Then the chiefs regarded as completely inadequate the allowances which they were given in lieu of their former perquisites. In some instances the valid claims of chiefs, owing to the absence of accurate information at the Resident's disposal, were rejected. The Resident was given insufficient funds to set the administration at once on a sound basis, and yet he was expected, almost immediately the treaty was signed, to produce sensational results. Consequently, in some matters in which it would have been wise to have proceeded with caution, the Resident was compelled to act somewhat precipitately. One of the most delicate questions was the problem of slavery. The method ultimately evolved was to prohibit the creation of new slaves, and to provide that existing slaves could purchase their redemption for a small fixed sum. Another source of trouble was the direct use in some States, without reference to the Ruler or to the territorial Chiefs, of the Malay Forced Labour law (*Kĕrah*) for the carrying out of public works.

Apart from the personal factors involved, it was the cumulative effect of all these matters: the introduction of land-taxation in a form not understood by the Malays, the abolition of slavery, and the withdrawal of the revenue-collecting powers of the Rajas and Chiefs, that led to the Perak rising of 1874 and the Pahang rising of 1891-1892.

In time, however, the ability, patience and conciliatory attitude of the Residents led to a satisfactory adjustment of these difficulties. Chief among these early Residents were Sir Hugh Low, British Resident of Perak from 1875 to 1888 and Sir Frank Swettenham. Low's official diaries make interesting reading and show how Perak, from small beginnings, was built up stage by stage to the important State that it eventually became. Low was one of the outstanding men of the century in Malaya, a fitting second in his own sphere to Raffles. Not alone did he leave Perak prosperous and well governed but Sultan Idris and he were largely responsible for the atmosphere of goodwill which existed between the Malays and other communities.

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In 1895, Perak, Selangor, Negri Sembilan and Pahang were constituted into a Federation at the head of which was placed a Resident-General to whom the Residents were subordinated. This inaugurated the system of centralized Government in the Federated Malay States which lasted in varying forms till 1932. The Resident-General was the chief executive officer of the Federation. In 1909 was created a Federal Council on which the Rulers of the four States had seats. The Council took over practically all the legislative functions of the State Councils. The title of Resident-General was replaced by that of Chief Secretary with somewhat diminished powers, and the authority of the Residents was partially restored. In 1927 the Malay Rulers withdrew from the Federal Council and were replaced by four Unofficial Malay Members.

In 1932 came devolution or decentralisation whereby legislative powers were to some extent restored to the States, the authority of the Rulers and the Residents reinforced, and the post of Chief Secretary replaced by that of Federal Secretary with greatly diminished powers.

The cultivation of huge areas of land with para rubber, a product first planted in Malaya towards the end of the 19th Century, together with the development of new rich tin-producing areas and improved methods for tin-extraction in existing areas—enterprises in which Chinese and Indian labour under European and Chinese capital, and Malay small agriculturists played such a great part—opened up an era of phenomenal prosperity for Malaya in the current century. This prosperity was reflected in the opening up of communications on a large scale, in the growth of towns, the construction of public buildings, the development of irrigation areas for rice cultivation, the expansion of social services and in progress in many other respects. This progress was brought to an abrupt halt by the enemy occupation of the country during the late war.

677. THEIR HIGHNESSES THE RULERS OF THE MALAY STATES.—The present Rulers of the Malay States are:

(1) The Sultan of Johore	...	H.H. Ibrahim ibni Almarhum Sultan Abu Bakar, D.K., S.P.M.J., G.C.M.G., K.B.E. (Mil.), G.B.E., G.C.O.C. (I).
(2) The Sultan of Pahang	...	H.H. Abu Bakar Ri'ayatuddin Al-Muadzam Shah ibni Almarhum Almutasim Billah Abdullah, K.C.M.G.
(3) The Yang di-Pertuan Besar of Negri Sembilan	...	H.H. Tuanku Abdul Rahman ibni Almarhum Tuanku Muhammad, K.C.M.G.
(4) The Sultan of Selangor	...	H.H. Hisamuddin Alam Shah ibni Almarhum Sultan Alaidin Sulaiman Shah, K.C.M.G.
(5) The Sultan of Perak	...	H.H. Paduka Sri Sultan Abdul Aziz Almutasim Billah Shah, K.C.M.G., K.B.E.

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(6) The Sultan of Kedah	...	H.H. Tunku Badlishah ibni Almarhum Sultan Abdul Hamid Halimshah, K.B.E., C.M.G.
(7) The Raja of Perlis	...	H.H. Syed Putra ibni Almarhum Syed Hassan Al' Jamalullil.
(8) The Sultan of Kelantan	...	H.H. Tengku Ibrahim ibni Almarhum Sultan Mohamed IV, D.K., S.P.M.K., S.J.M.K., C.M.G.
(9) The Sultan of Trengganu	...	H.H. Sultan Ismail ibni Almarhum Sultan Zainal Abidin.

Chapter III.

THE ADMINISTRATIVE ORGANISATION OF GOVERNMENT, INCLUDING THE SYSTEM OF LOCAL GOVERNMENT.

678. The administrative organisation of Government under the Malayan Union Order in Council, 1946, consists of a constitutional union of the Malay States and the Settlements of Malacca and Penang. The central executive power in this area is vested in the Governor. Subject to this central union government, however, provision was made in the Order in Council for a measure of local government in each State and Settlement. The Muslim religion and the matters concerning Malay Custom continue to be exclusively matters for Their Highnesses' control.

679. Until such a time as the necessary constitutional details and instruments could be completed after the civil government took over the reins from the British Military Administration, the Order in Council provided for a transitional period in which the Governor was empowered to administer the territory and to legislate in consultation with an Advisory Council, the members of which were to be nominated by himself. This transitional period was to extend for six months but could be prolonged if necessary, and in fact it has proved necessary to prolong it by two successive periods of six months.

680. The seat of the Central administration is at Kuala Lumpur, the capital of the former Federated Malay States' Government, and the headquarters of the great majority of the central Departments and the military headquarters of Malaya Command are situated there. The Advisory Council also meets at Kuala Lumpur.

681. In each State and Settlement the chief representative of the administration is the Resident Commissioner to whom District Officers (in some States through Deputy Resident Commissioners) are responsible. In each State and Settlement there are officers of the various Departments of the Government who have a direct responsibility to the Heads of their own Departments but who work closely with the Resident Commissioner and the officers in the districts and provide them with

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technical advice on all local matters touching their departmental interests. The majority of the administrative and departmental officers in districts are Asian who have achieved their professional or technical knowledge at educational institutions in the Malayan Union or Singapore.

682. Penang, traditionally a free port but which during the period of British Military Administration was treated in this respect as part of the Malayan Customs area, was re-declared a free port on the 1st June. The importance of Penang as the principal port of the northern part of the Malayan Union may be said to have increased under the post-war arrangements. Port Swettenham which is the next biggest port also resumed its pre-war activities as an ocean port on a considerable scale owing to the quantity of relief stores and general imports which the country required.

683. The development of the constitutional scheme prepared by His Majesty's Government for the Malayan Union was however delayed from the inception of Civil Administration on 1st April, 1946, by reason of discussions with the Rulers and Malay representatives on alternative proposals for a scheme of Federation. These discussions reached a stage, in December, 1946, at which fresh proposals were published in Malaya and the United Kingdom for general information. At that time His Majesty's Government, through the Secretary of State for the Colonies, announced their provisional policy on these proposals for Federation in the following terms, and arrangements were proceeding at the close of the year for the wider examination of general views in Malaya to be undertaken:

"For some months past the Governor-General and the Governor of the Malayan Union have been engaged in discussions with Their Highnesses the Malay Rulers and with Malay political leaders in an endeavour to elaborate proposals which would overcome the objections of our Malay friends to the form of the Malayan Union constitution, and would at the same time preserve the fundamental objectives of His Majesty's Government; namely the establishment in Malaya of a strong central government with control over all matters of importance to the progress and welfare of the country as a whole and the creation of a form of common citizenship which will be extended to all those who regard Malaya as their real home and as the object of their loyalty.

684. These discussions have now been completed and the full proposals which have received the approval of Their Highnesses have been submitted for scrutiny by His Majesty's Government. I am not yet at liberty to divulge the substance of these proposals since there are a few points which are being referred back to the Malay representatives for further examination. But I am happy to say that subject to the satisfactory resolution of these outstanding points (which should, I feel sure, present no serious difficulty) the essential features of the present proposals which represent the outcome of much patient and devoted work and much constructive goodwill on both sides appear to His Majesty's Government to be calculated to achieve those fundamental objectives in Malaya for which they themselves have always striven. There can be no question however of His Majesty's Government reaching any final decision on

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Malayan Union Secretariat, Kuala Lumpur.

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Government Buildings, Johore Bahru.

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any matters involved until all the interested communities in Malaya have had full and free opportunity of expressing their views. I am glad to say the necessity for consulting to the fullest extent other interested communities has been clearly appreciated by the Malay representatives themselves. It is now intended therefore that the proposals should with the minimum delay form the subject of wider discussions in Malaya. His Majesty's Government will again consider the matter in the light of the results of these discussions and at that stage the House will be given the opportunity of commenting on the proposals as a whole."

Chapter IV.

WEIGHTS AND MEASURES.

685. The standard measures recognised by the laws of the Malayan Union are as follows:

(*a*) Standard of Length, the Imperial yard.

(*b*) Standard of Weight, the Imperial pound.

(*c*) Standard of Capacity, the Imperial gallon.

686. Among the Asiatic commercial and trading classes, Chinese steel-yards (called "liteng" and "daching") of various sizes are generally employed for weighing purposes.

687. The undermentioned are the principal local measures of weight and capacity used, with their relation to English standards:

The chupak	... ...	=	1 quart
The gantang	... ...	=	1 gallon
The tahil	... ...	=	1⅓ ozs.
The kati (16 tahils)	...	=	1⅓ lbs.
The picul (100 katis)	...	=	133⅓ lbs.
The koyan (40 piculs)	...	=	5,333⅓ lbs.

688. The more common local measures of length in use are:

2 jenkals	... ...	=	1 hasta
2 hastas	... ...	=	1 ela
2 elas	... ...	=	1 depa (1 fathom or 6′)
4 square depas	...	=	1 square jemba (144 sq. ′)
400 square jembas	...	=	1 square orlong (1⅓ acres)

689. Other weights in common use are:

10 huns	... ...	=	1 chi
10 chi	... ...	=	1 tahil (1⅓ ozs.)
1 bahara (3 piculs)	...	=	400 lbs.
1 kuncha	... ...	=	160 gantangs
1 nalih	... ...	=	16 gantangs
1 gantang padi	...	=	5 lbs. approximately
1 gantang rice (milled)		=	8 lbs. approximately
1 relong	... ...	=	.71 acres
1,000 square depas	...	=	1 acre

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Chapter V.

NEWSPAPERS AND PERIODICALS.

690. The following is a list of newspapers and periodicals published in the Malayan Union:

English.

Malay Mail.
Malayan Daily News.
Malaya Tribune.
Pinang Gazette.
Straits Echo.

Chinese.

China Press.
Min Sheng Pau.
Kin Kwok.
Perak Daily News.
Ipoh Daily News.
Modern Daily News.
Sin Seng Pau.
Sing Pin.
Kwong Wah.
Commercial Daily News.
Northern Star Chinese Daily News.

Tamil.

Jananayakam.
Tamil Nesan.
Muyarchi.
Dhesa Nesan.
Sevika.

Malay.

Majlis.
Warta Negara.

Punjabi.

Pardesi Khalsa Sewak.

PERIODICALS.

English.

Sunday Mail (English Weekly).
Sunday Tribune (English Weekly).
Democrat (English Weekly).
Sunday News (English Weekly).
Sunday Gazette (English Weekly).
Monsoon Monthly Magazine.

Chinese.

Combatant's Friend (Weekly).
Oversea Chinese Weekly.
Modern Weekly News.
Commercial Review (Fortnightly).

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MALAY.

Chermin Melaya (Fortnightly).
Putri Melayu (Monthly).
Ibu Melayu (Monthly Magazine).
Semboyan Bharu (Weekly).
Saberkas Monthly Magazine.

TAMIL.

Malaya Varthamani (Fortnightly).
Jai Hind (Weekly).
Zindabad (Weekly).
Tolilali Tamil Weekly.
Sanga Sadam Tamil Weekly.

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MALAYAN UNION.

ANNUAL REPORT FOR 1947.

PART I.

CHAPTER I.

POPULATION.

The territory comprising the Malayan Union constitutes an area of approximately 50,850 square miles and is part of the southernmost extension of the continent of Asia. The Peninsula is divided by mountain ranges, the principal trend of which is North and South. The centre of the Peninsula is a series of parallel ridges separated by strips of low country while to the East and West of the outside ranges are the coastal plains which are mainly alluvial and in the South a region of low land. Approximately 80 per cent. of the whole area remains under primeval jungle, mountain or swamp, 14 per cent. under rubber, 2.4 per cent. under (rice) and 2.1 per cent. under coconuts and oil palms.

A census was taken in September, 1947, but the full census report is not yet available. Sufficient information is, however, available to show that the population of the Malayan Union is lower than was anticipated. The previous census in 1931 gave a total population of 3,817,893 for the territory now comprising the Union.

From the 1947 census returns the total population is now computed to be 4,902,678 which includes an estimated 25,000 nomadic aborigines and indicates an increase of approximately one million or 29.7 per cent. since 1931.

The following table shows comparative increases by race :

	Malays.	Other Malaysians.	Chinese.	Indians.	Europeans.	Eurasians.	Others.
1931 ..	1,601,118	289,726	1,287,571	572,990	9,624	9,406	47,761
1947 ..	2,135,811	267,030	1,882,874	534,148	9,155	9,989	38,671

The racial distribution throughout the Union is given below. The Chinese outnumber the Malays in Penang, Selangor, Perak, Negri Sembilan and Johore, whilst almost half of the total Malay population is contained in the three Malay States of Kedah, Kelantan and Trengganu, in which the Malays outnumber the other races.

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POPULATION OF THE MALAYAN UNION, 1947.

State/Settlement.	Malays.	Other Malaysians.	Chinese.	Indians.	Europeans.	Eurasians.	Others.	Total all races.
Settlement of Penang ..	133,166	2,889	247,715	57,447	1,177	2,422	1,606	446,422
Settlement of Malacca ..	115,029	5,380	96,422	19,619	302	1,975	517	239,244
Negri Sembilan	102,287	8,273	114,107	38,138	734	891	2,851	267,281
Selangor	105,733	79,538	362,191	147,435	2,633	2,763	7,798	708,091
Pahang	118,768	4,070	97,369	15,306	772	77	1,319	237,681
Perak..	292,998	58,538	445,352	141,174	2,169	1,181	3,313	944,725
Johore	225,233	99,363	353,193	55,535	845	457	2,692	737,318
Kedah	372,595	6,792	115,067	50,035	277	161	9,060	553,987
Kelantan	407,296	1,495	22,740	4,964	108	19	7,423	444,045
Trengganu	207,240	501	16,236	2,058	69	11	311	226,426
Perlis	55,207	179	11,691	1,684	5	7	1,765	70,538
Unlocated(Wayfarers by rail)	259	12	791	753	64	25	16	1,920
Estimated Number of Nomadic Aborigines ..	..	..	..	..	..	..	..	25,000
Total ..	2,135,811	267,030	1,882,874	534,148	9,155	9,989	38,671	4,902,678

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Immigration.

The entry of British subjects into the country has been controlled by the Passport Regulations and the Passengers Restrictions Ordinances and Enactments. Under these, any British subject who is of good character, good health and not likely to become a burden to the country, and is in possession of authorised travel documents is allowed entry. Indians and Ceylonese are, however, when on a direct route from their countries exempted from having such documents. Indians and Ceylonese have, however, been encouraged to take out entry permits before arrival and the majority now arrive in possession of such documents. This has made checking of passengers easier. New Passport Regulations have been proposed which will make it compulsory for all persons to have valid documents.

The entry of aliens has been controlled throughout the year either through passports and visas, or in the case of aliens who are not required to have passports and visas, by entry permits or Certificates of Identity. The majority of aliens supplied with these entry permits or Certificates of Identity were Chinese and, of these, nearly all were either old residents prevented from returning from China by the war or the wives and children of old residents already in the country. Persons already resident in Malaya receive Certificates of Admission which allow the holder to travel to and from Malaya during a period of two years.

Immigration into Malaya is controlled by the two separate Immigration Departments of the Malayan Union and Singapore, which throughout the year worked in the closest co-operation. More than half of the immigrants into the Malayan Union pass through the Singapore Immigration Department. Appendix "A" (page 4) gives the total number of persons entering both the Malayan Union and Singapore. For a correct appreciation these must be read in conjunction.

During 1947, 16,804 permits were issued to aliens to enter the Malayan Union. In addition U.N.R.R.A. sent 6,093 displaced persons back to Malaya from China. All these permits issued, with the exception of 100, were issued to Chinese.

Twenty-one thousand, one hundred and ninety-seven permits were issued to Indians and Ceylonese to enter the Malayan Union from India and Ceylon. More than half of these were old residents. Four thousand, two hundred and fourteen re-entry permits were given to Indians already resident in the Malayan Union.

Illegal immigration presents a considerable problem. The figures of immigrants given from the records for the year cannot be considered accurate in the case of Malays (with whom are included Malaysians) and Chinese. Despite some 700 prosecutions, there were continuous attempts, mainly by Chinese, to gain entry by crossing the northern frontier from Siam. There was also a continuous flow of illegal immigrants, mainly Indonesian, across the Straits of Malacca. It is apparent that the problem of illegal immigration will need to be tackled on a wider scale in the future.

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Appendix "A"

Malayan Union Statistics for Migration into Malaya for 1947.

Immigration.	Men.	Women.	Children.	Total.
European	603	249	86	938
Chinese	21,657	3,654	890	26,201
Malays	2,837	287	51	3,175
Indians	15,125	2,214	1,678	19,017
Siamese	4,463	1,530	23	6,016
Others	616	111	83	810
	45,301	8,045	2,811	56,157
Emigration.				
European	173	90	27	290
Chinese	23,104	4,233	1,482	28,819
Malays	1,898	264	21	2,183
Indians	19,621	3,178	4,602	27,401
Siamese	4,587	1,710	36	6,333
Others	184	48	16	248
	49,567	9,523	6,184	65,274

Malayan Union Gain and Loss of Immigrants for the Year 1947.

Europeans	+430	+159	+59	+648
Chinese	- 1,447	- 579	- 592	- 2,618
Malays	+ 939	+23	+30	+992
Indians	- 4,496	- 964	- 2,924	- 8,384
Siamese	- 124	- 180	- 13	- 317
Others	+432	+63	+67	+562

Singapore Migration Statistics.

Immigration.	Men.	Women.	Children.	Total.
European	9,487	6,067	2,462	18,016
Eurasians	82	64	25	171
Japanese	102	1	—	103
Chinese	64,064	22,867	13,071	100,002
Malays	6,453	1,215	697	8,365
Indians	20,079	2,507	2,011	24,597
Others	459	114	54	627
	100,726	32,835	18,320	151,881

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Emigration.	Men.	Women.	Children.	Total.
Europeans	10,108	4,486	1,333	15,927
Eurasians	63	31	16	110
Japanese	99	3	—	102
Chinese	65,594	22,356	13,473	101,423
Malays	6,911	1,152	668	8,731
Indians	21,188	2,631	3,636	27,455
Others	414	84	52	550
	104,377	30,743	19,178	154,298

Singapore Gain and Loss of Immigrants for the Year 1947.

	Men.	Women.	Children.	Total.
European	-621	+1,581	+1,129	+2,089
Eurasians	+19	+33	+9	+61
Japanese	+3	-2	—	+1
Chinese	-1,530	+511	-402	-1,421
Malays	-458	+63	+29	-366
Indians	-1,109	-124	-1,625	-2,858
Others	+45	+30	+2	+77

In the Malayan Union emigration exceeds immigration by 9,117 emigrants. In Singapore emigration exceeds immigration by 2,417 emigrants.

In Singapore and the Malayan Union emigration exceeds immigration by 11,534 emigrants.

Singapore and the Malayan Union Gain and Loss for the Year 1947.

	Men.	Women.	Children.	Total.
European	-191	+1,740	+1,188	+2,737
Chinese	-2,977	-68	-994	-4,039
Malays	+481	+86	+59	+626
Indians	-5,605	-1,088	-4,549	-11,242
Siamese	-124	-180	-13	-317
Others	+499	+124	+78	+701
	-7,917	+614	-4,231	-11,534

Chapter II.

OCCUPATIONS, WAGES, LABOUR ORGANIZATION, TRADE UNIONS, CO-OPERATIVE SOCIETIES.

In the absence of the 1947 Census figures, it is not easy to produce an accurate survey of the man-power position in the Malayan Union classified under trades, industries and occupations. The total

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population of the Malayan Union as at October, 1947, was 4,902,678, and it is estimated that of these at least 2,000,000 were engaged in gainful occupations. The natural growth of the population is high. It is calculated to be about 2.5 per cent. per annum and this is regarded as a conservative estimate. This should mean an increase in the working population of at least 50,000 a year.

As far as it has been possible to gather the requisite information, it is estimated that the total labour shortage at the end of the year was between twenty and thirty thousand workers. Many workers, however, were still engaged on reconstruction and rehabilitation and it is likely that this work will be reduced in the near future. On the other hand, as further tin mines are brought into production, there will be a greater demand for labour. It is not possible to assess with any degree of accuracy the actual number which will be required, or to estimate the incidence of demand, but the number of workers employed in the tin industry in December, 1947, was about 18,000 less than in December, 1939. There is, however, a growing tendency towards mechanisation on tin mines so that total requirements are ultimately likely to be reduced as a result unless additional mines are opened.

It is estimated that the natural growth of the population in Malaya will soon meet all foreseeable needs for labour, but there exists a large number of persons who prefer to work independently rather than for wages. Many of these at present are under-employed and it is in this section of the community that undernourishment and its attendant ills is most evident. There has, however, been a steady drift of labour of this kind from the kampongs to industry. The number of Malays now employed for wages is over 200 per cent. greater than in 1939 and the increase during 1947 almost equalled the total number employed before the war.

With the introduction of "The Children and Young Persons Ordinance" in August, the employment of children under 12 was forbidden by law. There was considerable opposition to this new measure, particularly from Indian mothers, whom it has always been difficult to persuade that their children are not fit for work until they are over 12 years of age, but it is becoming appreciated that the employment of children is now illegal.

Considerable progress has been made, despite the high cost of building materials and the fluctuating price of rubber, in rebuilding and rehabilitating living accommodation on estates and mines. There has also been improvement in the standard of housing provided in other industries.

Progress has also been made in the provision of adequate sanitation and of schools, playing fields and other amenities in rural areas, but the general living conditions of the urban worker in the larger towns continue to be insanitary and overcrowded.

Labour in Malaya consists mainly of Malays, Indians and Chinese. For many years there has been a reluctance on the part of the Malays to resort to a wage economy, but this attitude is rapidly changing. The cost of living makes it increasingly difficult for them to obtain a decent livelihood by operating small scale industries in their kampongs, and the growing political consciousness

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of the Malay to-day has also acted as a spur. The result is that, whereas only 25,896 Malays were employed as labourers in December, 1938, the number had increased to more than 78,000 by December, 1947.

The Indian labourer in Malaya has mainly been recruited from the Madras Presidency, but in 1938 the Government of India decreed that no further unskilled workers would be permitted to immigrate to Malaya. The number of Indian labourers employed at the end of 1938 was 257,735 but by the end of 1947 this number had fallen to 205,723. The high mortality rate during the Japanese period was principally responsible for this decline. The majority of those who died were males. The ratio of women to men however is now 69.2 per cent. as compared with 51.6 per cent. in 1931.

The Chinese, partly as a result of the Japanese occupation, have tended to drift from the towns and many of them are to be found growing crops in the more isolated areas of the Union. Chinese squatters have increased substantially and provide a useful reservoir of labour. It is from this pool of labour that the workers for most of the tin mines have been recruited. These Chinese squatters appear to be contented and in good health, but are independent and are not as amenable to discipline as those who live in accommodation provided on estates. The Chinese have an aptitude for agriculture and on estates and mines they are the most energetic workers. Their standard of living is generally higher than that of other races and in general they have a better appreciation of their value as workers to an individual employer.

Owing to the differences in the terrain, variations in the incidence of industrialization and the fact that Malay, Chinese and Indian workers are not evenly distributed, each State of the Union has to some extent its own special characteristics and problems of labour and employment. Full details of the various strikes and disputes which occurred in the Union during the year cannot be given here, but in order to provide a background to the general picture some particulars of strikes and disputes which occurred are furnished.

In general, strikes and disputes were serious and frequent during the beginning of 1947, due mainly, in a number of instances, to the unfortunate way in which trade unionism developed in the States concerned. The trade union movement is comparatively new and in its infancy in this country and some workers still appear to be under the impression that the strike weapon should be resorted to on the slightest pretext in support of demands submitted to their employers instead of being used as a last measure after all other negotiations have failed. With the growth of adequate machinery for dealing with incipient disputes, this outlook however is declining. A number of these strikes had practically no background of general labour grievances and were inspired principally by political opportunists who, in a number of cases, had no connection whatsoever with the trade union representing the workers. In some instances there was resort to intimidation and extortion in order to achieve their ends. These two offences are still rife among the labourers, especially on rubber estates, but it is almost impossible to obtain witnesses who are prepared to give evidence in Court.

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There can be no doubt that, during the period January to July, some trade unions were determined to establish themselves at all costs and to gain power and prestige by encouraging strikes, but with the fall in the price of rubber, workers realized the futility of resorting to the strike weapon. As a result, during the period May to August there was a distinct improvement in employer and employee relations in spite of the reductions made in contract tapping rates due to the fall in price. The promptness with which the rubber companies restored the cut shortly after the price of rubber recovered led to a definite improvement in relations between employers and workers and there is no reason why this should not continue.

The most notable strikes in the Union during the year were that of the staff of the Perak River Hydro Electric Power Company Ltd., and its subsidiary the Kinta Electrical Distribution Co., Ltd., and of the Malayan Collieries Ltd., at Batu Arang. The two disputes eventually were submitted to arbitration and in neither case was the award of the Arbitration Board accepted. Such a method of settlement is obviously of little practical value unless both parties first agree to accept the award. An amicable settlement in both these cases was eventually reached and an interesting outcome of these two strikes has been the setting up of satisfactory Works Committees, both of which have done much to improve relations between both sides and to settle minor problems without delay. The extension of the adoption of Works Committees is considered to be extremely desirable.

The most important strikes in the Union involving Government Servants were one of 500 attendants at the Central Mental Hospital, Tanjong Rambutan, and the other of workers at the Sentul Workshops of the Malayan Railway. In both cases an amicable settlement was eventually reached. The Willan Judgment, which clearly stated that, under the existing Labour Code, labourers employed on agreement who went on strike automatically broke their agreement, did much to discourage irresponsible strike action. It is hoped that with the registration of the Malayan Planting Industries Association as a Trade Union, negotiations in disputes in the rubber planting industry will be facilitated, and that collective bargaining will be established on a proper basis.

It is noteworthy that there was no unrest on European-owned mines. Undoubtedly the policy of the European section of the Malayan Mining Employers' Association of promptly raising rates of pay whenever circumstances justified an increase did much to keep labour contented.

There were two Malaya-wide token one-day strikes. The first was on the 25th August in protest against the 20 per cent. cut in contract tapping rates on rubber estates and the second was on the occasion of the "Hartal" supported by the Malayan Communist Party protesting against the Constitutional Proposals. The first was confined to rubber estates and was about 70 per cent. successful and the second concerned all workers except Government Servants and met with about the same proportion of success, except in the predominantly Malay areas.

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Trade Unions.

The year has shown a growing acceptance by employers of the need for recognizing trade unions that show some degree of stability and responsibility. Education in the principles of industrial relations and conciliation is, however, a slow and difficult process.

In Malaya it is true to say that in general the rapid growth of trade unionism amongst the workers since the liberation of the country is largely attributable to the efforts of a relatively small number of persons, not necessarily always engaged in the trade or industry of the workers whom they organize. This is inevitable. The disruption of the Malayan economy, the acute shortage of adequate rice supplies and the very real distress amongst large sections of the population, provided circumstances which encouraged the *ad hoc* growth of workers' organizations which were not by any standards democratic.

The trade union movement in Malaya is a natural product of the evolution of social, economic and political changes and the idea that British trade union practices can be imported without modification into Malaya and be expected to function, is unjustifiable. Trade union principles are basic; policy and application vary and depend upon the circumstances existing within a particular country. There is little similarity in economic background, industrial development, form of government, racial composition and experience of democratic institutions and procedure between Malaya and Britain. That interested parties and groups took advantage of the unsettled situation to further aggravate the economic position was to be expected.

The work of the Trade Union Adviser's Department has involved its officers in thousands of miles of travelling. Interviews, advice, drafting of rules, meetings both public and private, advising on all aspects of trade unionism from registration to conciliation and arbitration, etc., have taken up much time. Close liaison has been maintained between the Department, the Commissioner for Labour and the Registrar of Trade Unions. Action has been taken to amend the Trade Union Ordinance in the light of experience.

In spite of every assistance to enable officers of trade unions to conduct their own negotiations and to establish their own relations with their employer, there has been a tendency for the unions to ask the Department of the Trade Union Adviser not only to draft their claims, but to attend the joint meetings of union and employer. Many potential disputes were resolved and there has been no reluctance on the part of the employer to agree to this procedure. In some cases, both sides have requested the attendance of a member of the staff of the Trade Union Adviser's Department.

Considerable assistance has also been given to Trade Union organizers by officers of the Trade Union Registry.

Employers' Unions.

The number of employers' trade unions registered up to the end of 1947 was 19, with 3 applications pending. The two largest industries—tin and rubber—rightly appreciated the necessity for

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unification and of an authoritative body capable of conducting negotiations with the employees' trade unions. Most employers in both groups are now members of the appropriate organization.

Employees' Unions.

The number of employees' trade unions registered up to the end of 1947 was 270, with 98 applications pending. The total membership of the registered unions, as shown by their application forms for registration, was approximately 195,113. Of this number 19,148 were in the employment of Government.

Although the early periods found much *ad hoc* grouping irrespective of occupation, industry or craft, a more recent trend is towards organization by workers with a similar or common occupational interest. This form of grouping is of considerable advantage from the aspect of the introduction of conciliation machinery.

Government employees, both daily and monthly paid, are organizing on a departmental basis, and provisional Whitley Council machinery has been designed to meet this development.

A further development with the daily paid Government employees' unions was the formation of a Joint Government Workers' Council. While having at the moment no executive authority, it carries out a useful function by giving opportunity for joint discussions on matters of common interest to the daily paid staff, and has proved invaluable to both Government and staff, when questions arose that required recognized representatives to sit on the Interim Joint Council, and also to give authoritative evidence before the Wages Commission on conditions of employment.

All officers and committees of the Unions of daily paid Government staff are themselves workers within their own departments, and thus are generally better qualified to negotiate on matters affecting their conditions of service than those of unions whose officers are whole time paid officials, and have little knowledge of the inside working conditions within the industry concerned. Several officers of the unions of Government daily paid staff have undoubted potentialities for leadership and with more experience and support they should be able to do much for their membership.

The professional and administrative staff in Government employment are in the process of dissolving their previous Associations and forming trade unions on a departmental basis. These unions should prove to be amongst the best in Malaya, and should in the course of time be in a position to help their colleagues in other unions in matters of adult education and the formation of a Workers' Educational Association.

Clerical Unions.

Malaya, with its large number of shipping, banking and industrial clerical workers, presents a difficult problem for trade union organization. Several clerical unions already exist, but the variety and nature of the work of the potential trade union membership make organization difficult. These unions are well run and administered with capable officers and responsible membership.

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Two of such unions are responsible for running educational facilities for their members in book-keeping, languages, typing, shorthand and office administration.

The Rubber Industry.

The rubber industry, employing many thousands of workers, presents a different and perhaps confusing picture. Estates vary in size from small holdings to those of many thousands of acres. There are many types of ownership. The two main races of workers—Chinese and Indians—with essential differences in conditions of employment, languages and custom, all make for difficulty of organization and negotiation and create special problems. At present, trade union organization in the rubber industry is, with some exceptions, generally immature and unsatisfactory. That a need exists for organization amongst the Tamil labour force on rubber estates no one can doubt.

The employers have accepted the position and have taken active steps to set up an authoritative employers' association for the purpose of joint consultation and negotiation with responsible trade unions in the rubber industry.

The Incorporated Society of Planters is a professional organization and a registered trade union, embracing managers and planters employed by the various rubber companies or groups.

Many of the estates have their own simple rubber workers' unions with direct access to the individual manager. The officers in this type of union are workers on the estate and have a close personal knowledge of conditions and an intimate contact with their membership.

Another type of union consists of a group of estates whose employees are enrolled into district unions and generally linked up with a State federation. The officers of this type of union are usually whole time paid officials with little or no knowledge of actual working conditions upon the estates. The cost of administration in this type of union is usually very high relative to the total income from members' contributions.

With the essential difference in custom and conditions of employment between Chinese and Tamil workers employed on estates, the growth of large State rubber workers' unions with a membership confined to Tamil workers has begun to develop. This type of organization lends itself to the use of agreed conciliation machinery and fits in well with the administrative structure of the Employers' State Planters' Associations.

The main difficulty which presents itself is the lack of effective organization on the employees' side, and capable and responsible leaders who know the industry and who have the respect and confidence of the workers. On too many occasions have negotiations broken down through representatives failing to turn up at joint meetings, frequent changes of advocates during the course of negotiations, outside interference by persons have no status within the union, no knowledge of the industry, and no responsibility to the membership.

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On the credit side, it may be said that there are several officers of trade unions in the rubber industry who have potentialities for leadership. Honest, and with integrity of purpose, they are attempting to establish sound democratic organizations which can play a major part in establishing good industrial relations with the employers, so necessary for economic stability and the improvement of the conditions of employment of the large number of workers in the rubber industry.

Registration of Trade Unions.

The registration of trade unions proceeded during the year and a comparison of the position in 1946 and 1947 is shown in Appendix B.

Appendix "B"

PROGRESS OF TRADE UNION REGISTRATION IN THE MALAYAN UNION, 1947.

	Applications for Registration			No. of Trade Unions Registered			No. of Trade Unions					Position as at 31-12-47	
							Abandoned		Dissolved				
	1946	1947	Total	1946	1947	Total	1946	1947	1946	1947	Total	No. of Trade Unions on record	Outstanding Applications
Employers' Trade Unions	15	9	24	7	14	21	..	..	..	2	2	19	3
Employees' Trade Unions	276	177	453	83	194	277	..	78	..	7	85	270	98
Total ..	291	186	477	90	208	298	..	78	..	9	87	289	101

Considerable leniency was shown in applying the Trade Unions Ordinance this year to registered trade unions in the Malayan Union, particularly regarding the time within which audited general statements had to be submitted, as due regard was paid to the fact that trade unions in this country were in the initial stages of their formation.

Some trade unions asked to be exempted from appointing a qualified accountant due to financial reasons, and to assist them this was agreed to, provided a qualified accountant was appointed next year. In the meantime, the Assistant Registrar was authorised to carry out the audit.

Ten successful prosecutions were undertaken by the Police of trade union officers or members in cases of intimidation and extortion. These two offences are still rife among the labourers especially in the rubber workers' unions but it is almost impossible to obtain witnesses who are prepared to give evidence in Court.

It was not found possible to register the Pan-Malayan Federation of Trade Unions (which replaced the General Labour Union) as that organization was unable to bring its rules within the provisions of the Trade Unions Enactment; in particular the requirement that not less than two-thirds of their officers shall be persons actually engaged or employed in an industry or occupation with which the trade union is connected.

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The races represented by the trade unions in the various zones are in the following proportions :

	Chinese. Per cent.	Indians. Per cent.	Malays. Per cent.	Mixed races. Per cent.
(*a*) Malacca and Johore	68	27	5	—
(*b*) Selangor and Negri Sembilan	36.5	31.3	—	32.1
(*c*) Perak	52.5	20.5	4.3	22.7
(*d*) Penang, Province Wellesley, Kedah and Perlis ..	57.2	15.6	—	27.2
(*e*) Pahang, Kelantan and Trengganu	43	21	7	29

Labour Advisory Committees.

A Malayan Union Labour Advisory Board was set up with wide terms of reference and with power to recommend to His Excellency the Governor. The Committee is representative of Government, employers and employees, who appoint four members each with the Commissioner for Labour as the Chairman. It is to the credit of the trade union movement in the Union that their representatives carried out their duties in an efficient manner and have made valuable contributions to the discussions and recommendations.

Two trade union representatives were appointed to sit upon the Estimates Revision Committee, both of whom acquitted themselves creditably.

Two further trade union representatives were appointed to sit on the Malayan Union Advisory Council and fully justified the Administration's confidence in them.

Education of Trade Union Department Officers.

Preliminary arrangements were made during the year to provide a suitable course of training in trade union practice and conciliation technique in the United Kingdom for officers of the Department of the Trade Union Adviser. Owing to the staff position, it was not found possible to spare the only officer available during the year 1947. The existing course available at the University of London was not altogether suitable, and suggestions were made for an amended course which would allow of periods of training, both practical and theoretical, at the University, the Ministry of Labour and one of the larger trade unions. One officer will be leaving for the United Kingdom during 1948 and others will follow.

Mention should be made of the tentative arrangements which have been made by the Trade Union Adviser and the British Trade Union Congress for the granting of a Trade Union Congress Colonial scholarship, tenable for one year, to an officer or member of any registered Malayan trade union. Although no final agreement has been reached on this matter, it is hoped that efforts in this direction will be successful.

Education of Trade Unionists.

The lack of any such body as a Workers' Educational Association is a serious difficulty in the education of workers' groups. In

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addition, it is apparent that at this early stage of development of trade unionism, there is need for a considerable flow of simple educational pamphlets and literature in English, Tamil, Chinese and Malay. An experimental series of simple pamphlets for members of Unions was prepared in four languages with the co-operation of the Department of Public Relations, in which emphasis was given to the members' duties, responsibilities and rights. These pamphlets proved exceedingly useful and the scheme is being expanded in 1948 with the recruitment of a special officer to the Department of Public Relations staff for the purpose of preparing further educational publicity material.

In view of the high percentage of illiterates amongst the workers themselves, the dissemination of instructional and educational material by other than written channels is important if the masses of the workers are to be reached. The Department of the Trade Union Adviser produced material for publicity on Trade Unionism which was presented to a large audience of Tamil and other estate workers by mobile units of the Department of Public Relations, who have pioneered in this field of educational work with mobile cinema and public address units. Competent field officers of that Department have, during 1947, addressed some 155,000 Tamil workers employed on 150 estates in their own language on a wide variety of subjects.

Such campaigns have proved invaluable, but to be effective must be followed up by Trade Union Field Officers. Until the end of the year the number of officers available for this purpose was quite inadequate.

The possibility of installing radio receivers in outlying estates and mines, etc., or of providing public listening facilities requires investigation, together with the preparation of suitable wireless programmes.

The introduction of study groups amongst suitable groups of workers has not been overlooked and some progress has been made. It is fully appreciated that it is preferable for the Trade Unions themselves to produce their own educational material, but in the absence of a Trade Union Congress or Labour Party only the Communist groups are in a position to do so.

Considerable assistance has also been given to Trade Union organizers by officers of the Trade Union Registry.

Despite the shortcomings and failures of many Unions and the control exercised over many of the Unions of daily paid workers outside Government service by Communist—controlled groups, progress has been made in the introduction of democratic trade unionism and sound foundations laid in the field of the introduction of conciliation and arbitration machinery.

Co-operative Societies.

In 1947 a great deal of the confusion resulting from the Japanese occupation was cleaned up. Consequently nearly all pre-war societies were in a position to resume working again if they so wished. The moratorium has proved an obstacle to many societies and several societies which had financial transactions in Japanese

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currency are not prepared to start business again until there is an authoritative pronouncement as to what value is to be placed on them.

There is, however, no doubt that general confidence in the stability of Co-operative Societies has been enhanced and this has already shown itself in the flow of new members into existing societies and the demand in rural areas for new societies of various types. There is also no doubt that Co-operative Societies have, in their own sphere, played an important part in speeding the rehabilitation of the country.

The total charge of the Co-operative Societies Department on the public purse on all counts was :

Personal Emoluments	$224,809
Other Charges	143,115
Total ..	$367,924

The Government of the Colony of Singapore makes a contribution to the Headquarters expenses of the Department.

It was decided by the British Military Administration that no charges should be made for the departmental audit of societies. With the return of the Civil Government it was ruled that societies should pay for audit on the same terms as before the war. The audit of societies is still considerably in arrears and only a sum of $386.50 was received as audit fees in 1947. Some of the large Thrift and Loan Societies were audited by Auditors approved by the Registrar and paid audit fees direct to them.

Rural Credit Societies.

The number of members is an all-time record. There were at the end of the year 136 societies with a membership of 4,458, a paid up share capital of $142,110 and Reserve Funds amounting to $34,279. The popularity of these rural co-operative credit societies was in part due to the fact that at a time when credit was very scarce, they were able to help their members without delay to rehabilitate their properties. Their activity, however, was greatly restricted by the moratorium. Many had a large proportion of their capital out in loans which could not be recovered until the moratorium was lifted. As there is no "outside" money in these societies they have all decided to waive interest on loans for the period of the Japanese occupation. The normal rate of interest charged is one per cent. per mensem on the outstanding principal. The period of the loan varies according to the purpose for which it is approved but rarely exceeds two years.

In the four Fishermen's societies the loans were all for the purpose of purchasing fishing equipment.

Seasonal Co-operative Credit Societies.

These societies are composed of padi planters and their purpose is to finance the planting of the annual crop and to maintain the planters until the harvest. All loans are therefore short-term loans and are repayable with interest at the harvest. At the end of the

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year there were 60 registered societies of this type with a membership of 1,416, a paid up share capital of $16,334, and Reserve Funds amounting to $647. Eleven new societies of this type were registered in Kedah during the year. These are the first societies of this type to be registered in Kedah and there is considerable scope for expansion there and also in Perlis where no society of this type has yet been formed. There were 13 societies of this type under formation. Though many societies lost all their books during the Japanese occupation, it is not anticipated that there will be many bad debts though most societies will have to write off "cash in hand" which under duress was turned into Japanese currency and is now valueless.

Labourers' Co-operative Credit Societies.

Since the reoccupation the books of 386 societies have been reconstructed and audited. Of these 195 had resumed business by the end of the year. The books and records of most of these societies were completely lost during the occupation, the members were scattered and thousands were transported to Siam and died there. Fortunately, in most cases, the assets are complete but the task of tracing the owners of the assets has been a difficult one. The reconstruction has often been so slow that members have lost confidence and demanded immediate repayment of their savings. Much was done during the year to trace the legal personal representatives of deceased members. It was, however, rare for members even when demanding a refund of their savings to request that a society should be closed down and many wished to leave in one dollar as a token that at a suitable time they wished to start saving in the society once again.

Over one million dollars were paid out to members, past members and the nominees or legal personal representatives of deceased members.

Of the societies which started to function again very few issued any loans and only about $30,000 were issued in all. The chief purposes of these loans were to send money to relatives in India, to buy clothes and to buy extra food.

Co-operative Thrift and Loan Societies for Salary Earners.

While there are 74 societies of this type on the Register, five in Kedah, one in Penang and one in Selangor had not started business by the end of the year. The membership was 25,381, the paid up share capital $5,169,148, and Reserve Funds $587,977. On account of the moratorium, these societies have not been able to recover their pre-war loans and it is possible that there will be some bad debts to write off, but there is no doubt that all societies are in a position to meet their liabilities in full. Owing to deaths and retirements during and immediately after the reoccupation, there was a severe drop in the membership but by the end of 1947 this decrease had been more than made up and the total membership was higher than in any previous year.

Large sums were paid out to those who had retired or to the nominees or legal personal representatives of deceased members and the total subscription capital is below the pre-war peak. It

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is, however, anticipated that owing to the influx of new members the total savings by the end of 1948 will show a new record.

Most of the loans granted by these societies are for a period exceeding one year but not exceeding two. They are repaid by monthly instalments. The rate of interest varies between one half per cent. and one per cent. per mensem but the most usual rate is one per cent. per mensem on the unpaid principal.

General Purposes Co-operative Societies.

There were at the end of the year 139 societies of this type with a total membership of 23,762. These societies are primarily thrift societies in which members can deposit small savings withdrawable when the necessary occasion arises. Regular saving is encouraged and societies periodically expel members who have made no deposits. When goods were scarce these societies succeeded in buying coagulant, kerosene, textiles, milk and cigarettes in bulk from the importers for the benefit of the members. As a result the societies became very popular and there was a considerable increase in the membership. When the societies ceased making bulk purchases, the interest of many members waned and many of the new members resigned or were expelled.

These societies should not be judged solely by their financial transactions. In them members get their first lesson in thrift and their first experience of joint action on co-operative lines. Through them advice on agricultural, medical, veterinary and nutritional problems can be easily disseminated. In due course out of them spring other and more advanced forms of co-operative organisation.

Central Finance.

There are no Central Banks or Banking Unions, as understood in other countries, in Malaya. The only approximation to a Banking Union is to be found where there are separate co-operative societies for labourers on divisions of a large estate or company. In seven areas Banking and Investment Unions of societies have been formed in this way. These Unions invest the surplus funds of the constituent societies but grant no loans.

At no time has Government ever advanced money to a co-operative society. No inducement is held out that if a society is formed, the members will be able to get its working capital from external sources. As a result of restricting outside borrowing, societies have been in a position to waive all interest on loans to members during the period of the Japanese occupation. The fact that the societies had no accumulation of interest to pay to Banks or outside creditors for the occupation period had an important bearing on the ability of rural societies to restart as soon as their books were reconstituted and audited.

Consumer Societies.

Of the seven societies on the Register at the end of the year, only two were in existence before the war and they both suffered heavily as a result of the Japanese occupation. Three others were formed in 1946 and two in 1947. At the end of the year these seven societies had a total membership of 6,036 and a paid up capital of $93,331. Cash purchases amounted to $896,393 and cash sales to $922,316.

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The formation of these societies was an effort on the part of consumers to protect themselves from profiteers and blackmarket operators. It was the worst possible time for amateurs to set up retail stores as they had to make their purchases on a falling market and skill and experience were vitally necessary to avoid being left with goods which could only be sold at a loss. As the supply of goods became more abundant, members tended to purchase from their society only those goods of which the supply was still short. Co-operative education was not sufficiently widespread and as a result loyalty was not deep-seated. There is no Wholesale Society though the formation of one is under discussion.

Whatever the future of Co-operative Stores in Malaya may be there is no doubt that in the short-term of their existence they have performed a useful service for their members. They have also helped to reduce prices and have thereby benefited non-members.

Producers Marketing and Processing Societies.

There were two registered societies for the co-operative marketing of rubber at the beginning of the year. One was a successful society until the outbreak of war in Malaya and had brought considerable benefit to its members. Unfortunately its capable Chairman was murdered soon after the Japanese surrender and all efforts to resuscitate it in 1947 proved fruitless. On the other hand the Ijok Co-operative Rubber Marketing Society has done well. The membership increased during the year from 76 to 95. Approximately 112½ tons of rubber were sold during the year and the members estimate that after deducting the cost of transport, sales commission and incidental expenses, the price obtained was $4 per picul higher than that paid by the kampong rubber dealers. The benefit is really more than this as the price in this kampong was higher than elsewhere owing to the competition of the society.

In view of the obvious benefits to be obtained from joint marketing of rubber it might be expected that the example set by the small growers at Ijok would be widely copied. This has not, however, proved to be the case. Smallholders from other areas have been taken to Ijok and have been shown the methods and records of the society. They have been duly impressed and then returned home and done nothing. Lack of initiative to make a change and vested interests have so far prevented the spread of co-operative marketing of rubber.

Before the war six Co-operative Egg Marketing Societies were formed in the district of Krian. They succeeded in raising the net price obtained by the members from 13 cents for 10 eggs to 18 cents. The kampong price is now in the region of 15 cents for one egg and at this price the members are not prepared to take any action to resurrect the societies. Initial steps have been taken to remove them from the Register but when conditions become more propitious they can be revived. The experience gained will not be lost.

There were three unions of Thrift and Loan societies in existence during the year with 24 societies as members. In addition to watching the interests of these members they operate as trustees

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of two Scholarship Funds known as The Sir George Maxwell Memorial Fund and The Cavendish Memorial Scholarship Fund. The scholarships awarded from these Funds are mostly held at English Schools and do not involve any education in Co-operation.

Registration and Liquidation.

The total number of societies on the Register on 1st January, 1947, was 838; 30 were registered during the year and 27 struck off the Register leaving a total on 31st December, 1947, of 841. The 27 liquidations were mostly the casualties of war. Some estates which previously employed Indian labourers ceased to do so and internal dissension lead to the collapse of other societies.

CHAPTER III.

PUBLIC FINANCE.

The estimates for the year 1947 are summarised below:

Revenue		$213,421,500	
Recurrent Expenditure—			
1. Personal Emoluments	$ 63,851,685		
2. Other Charges	110,086,367		
		173,938,052	
Surplus			$ 39,483,448
Extraordinary Expenditure			160,397,953
	Total Deficit		120,914,505

These estimates excluded the revenue of the Malayan Railways but provision was made under expenditure to meet the deficit on the Railway budget estimated at $37,645,000.

Estimated revenue and actual revenue for the period are given below:

Head.	Estimate.	Actual.	Increase or Decrease.
	$	$	$
1. CLASS I.—			
(i) Customs	117,984,400	130,548,406	+ 12,564,006
(ii) Excise	3,705,000	5,840,431	+ 2,135,431
(iii) Forests	1,827,000	2,833,837	+ 1,011,837
(iv) Lands and Mines	12,181,000	12,563,639	+ 382,639
(v) Licences and Internal Revenue	12,764,700	16,335,250	+ 3,570,550
2. CLASS II.—			
(vi) Fees of Court or Office, Payments for Specific Services and Reimbursements	38,529,300	50,620,455	+ 12,091,155
(vii) Municipal	4,374,500	5,486,798	+ 1,112,298
3. CLASS III.—			
(viii) Light, Water, Power, etc.	8,432,400	9,607,113	+ 1,174,713
(ix) Posts	3,984,000	4,880,394	+ 896,394
(x) Forests	—	—	—
(xi) Telecommunications	3,373,000	5,490,034	+ 2,117,034
4. CLASS IV.—			
(xii) Rent on Government Property	492,400	2,990,890	+ 2,498,490
(xiii) Interest	1,171,200	9,033,920	+ 7,862,720
5. CLASS V.—			
(xiv) Miscellaneous	4,159,700	3,241,798	− 917,902
(xv) Land Sales	359,400	342,897	− 16,503
(xvi) Sale of Property	83,500	632,504	+ 549,004
Total	213,421,500	260,453,366	+ 47,031,866

These figures show an excess of some $47 million over the original estimates but this in itself does not give a true picture since the accounts for the year have not been finally closed. The increases were principally in respect of customs duties, licence fees, interest and Malayan Union Share of the All-Malayan (Currency Surplus) Fund.

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Expenditure estimates are summarised below:

Department.	Personal Emoluments.	Other Charges. Annually Recurrent.	Other Charges. Special Expenditure.	Total.
	$ c.	$ c.	$ c.	$ c.
1. Charges on Account of Public Debt	— ..	6,114,910 20..	598,015 20..	6,712,925 40
2. Pensions, Retiring Allowances, Gratuities, Political Pensions, etc.	— ..	10,925,361 82..	3,330,671 44..	14,256,033 26
3. Rulers and Chiefs	1,641,873 83..	523,744 75..	100,415 79..	2,266,034 37
4. Governor-General	— ..	— ..	— ..	—
5. Governor	121,740 69..	59,228 17..	18,119 97..	199,088 83
6. Civil Service	2,717,994 00..	— ..	— ..	2,717,994 00
7. Secretariat	121,456 72..	125,839 07..	67,041 73..	314,337 52
8. Resident Commissioners	114,980 36..	147,319 68..	192,755 95..	455,055 99
9. Mentri Besar and State Secretaries	19,776 22..	79,761 36..	44,602 08..	144,139 66
10. Agricultural	738,980 68..	1,100,606 91..	162,503 40..	2,002,090 99
11. Audit	157,623 33..	57,532 11..	1,971 14..	217,126 58
12. Broadcasting	153,080 82..	132,581 90..	866,611 80..	1,152,274 52
13. Census	— ..	— ..	682,764 18..	682,764 18
14. Chemistry	58,086 45..	5,930 38..	1,263 80..	65,280 63
15. Chinese Affairs	40,195 46..	12,523 00..	3,812 83..	56,531 29
16. Civil Aviation	20,852 47..	151,607 59..	26,333 89..	198,793 95
17. Claims Commission	187,308 46..	22,153 88..	16,285 12..	225,747 46
18. Clerical Services	5,539,688 16..	— ..	— ..	5,539,688 16
19. Co-operative Society	167,121 13..	61,312 70..	1,738 50..	230,172 33
20. Custodian of Enemy Property	108,854 65..	253,778 43..	64 00..	362,697 08
21. Customs and Excise	1,513,165 32..	4,176,056 32..	721,934 13..	6,411,155 77
22. District and Land Offices	1,222,294 75..	1,203,038 99..	1,271,597 69..	3,696,931 43
23. Drainage and Irrigation Department	543,621 46..	141,710 85..	4,887 58..	690,219 89
24. Drainage and Irrigation, Annually Recurrent	— ..	1,545,916 32..	— ..	1,545,916 32
25. Drainage and Irrigation, Special Services	— ..	— ..	2,595,017 14..	2,595,017 14
26. Education	6,714,854 51..	4,432,823 07..	1,829,184 26..	12,976,861 84
27. Electricity	798,148 46..	141,546 39..	45,263 73..	984,958 58
28. Electricity Supply	— ..	5,251,453 95..	— ..	5,251,453 95
29. Electricity, Special Services	— ..	— ..	1,260,612 09..	1,260,612 09
30. Estate Duty	39,150 32..	16,398 44..	21,798 82..	77,347 58
31. Film Unit	37,358 42..	53,290 53..	19,392 80..	110,041 75
32. Fire Services	219,516 21..	237,902 61..	75,817 09..	533,235 91
33. Fisheries	29,936 52..	37,865 05..	59,673 36..	127,474 93
34. Food Control and Supplies	1,935,931 67..	340,596 72..	33,753,489 30..	36,030,017 69
35. Food Production	211,163 37..	5,073,162 49..	1,237,551 09..	6,521,876 95
36. Foreign Exchange	21,359 47..	15,809 24..	120 00..	37,288 71
37. Forest	681,966 72..	542,433 83..	346,498 17..	1,570,898 72
38. Games	52,933 23..	89,229 85..	13,749 59..	155,912 67
39. Geological Survey	61,252 16..	38,089 20..	16,377 15..	115,718 51
40. Government Gardens and Plantations	11,115 99..	146,042 98..	11,053 75..	168,212 72
41. Immigration	63,822 54..	32,285 45..	23,708 31..	119,816 30
42. Industry and Commerce	52,060 16..	13,902 13..	21,538 97..	87,501 26
43. Inland Revenue	18,775 92..	— ..	— ..	18,775 92
44. Judicial	640,254 66..	181,446 55..	27,521 47..	849,222 68
45. Labour	141,067 77..	166,637 37..	12,037 20..	319,742 34
46. Legal	155,273 05..	58,140 09..	5,787 08..	219,200 22
47. Magistrates Courts	52,631 55..	8,200 22..	4,832 20..	65,663 97
48. Malayan Establishment Office	831,645 47..	573,641 07..	1,673 00..	1,406,959 54
49. Malayan Meteorological Service	30,727 24..	18,785 20..	3,091 80..	52,604 24
50. Malayan Railways	— ..	— ..	12,915,775 31..	12,915,775 31
51. Malayan Security Service	167,092 42..	124,690 08..	8,400 50..	300,183 00
52. Marine Department	254,209 98..	345,607 99..	1,565,067 43..	2,164,885 40
53. Medical	6,043,719 20..	7,726,461 06..	419,114 57..	14,189,294 83
54. Mines	254,444 74..	83,575 14..	17,515 21..	355,535 09
55. Malay Regiment	1,005,933 84..	1,520,209 66..	780,957 52..	3,307,101 02
56. Volunteers	1,642,048 59..	63,017 52..	1,619 17..	1,706,685 28
57. Miscellaneous Services	522,796 11..	649,444 49..	66,885,634 06..	68,057,874 66
58. Museums, etc.	9,795 98..	2,522 66..	2,041 26..	14,359 90
59. Official Assignee and Registrar of Companies	74,734 01..	16,613 03..	6,495 65..	97,842 69
60. Police	8,643,743 96..	5,730,734 53..	891,932 59..	15,266,411 08
61. Postal Services	1,980,816 33..	1,162,241 36..	127,260 54..	3,270,318 23
62. Price Control	484,964 35..	179,036 49..	6,669 32..	670,670 16
63. Printing Department	233,353 03..	679,015 00..	38,350 81..	950,718 84
64. Prisons	562,610 21..	1,075,046 61..	48,523 82..	1,686,180 64
65. Public Relations	246,954 24..	400,714 80..	110,198 55..	757,867 59
66. Public Trustee and O. A.	15,092 78..	2,238 62..	247 20..	17,578 60
67. Public Works Department	2,325,157 51..	1,368,754 72..	2,459,132 70..	6,153,044 93
68. Public Works Recurrent Expenditure	— ..	23,761,727 05..	— ..	23,761,727 05
69. Public Works Extraordinary	— ..	— ..	16,150,729 41..	16,150,729 41
70. Religious Affairs	361,928 13..	228,369 71..	18,574 50..	608,872 34
71. Road Transport	244,645 29..	85,925 93..	379,680 85..	710,252 07
72. Social Welfare	210,814 48..	638,280 10..	501,492 28..	1,350,586 86
73. Statistics	4,746 00..	420 36..	485 00..	5,651 36
74. Survey Department	1,262,607 60..	675,176 85..	87,957 46..	2,025,741 91
75. Telecommunications	2,055,812 29..	2,284,355 54..	2,054,167 60..	6,394,335 43
Carried forward	56,597,661 44..	93,114,776 16..	154,977,201 90..	304,689,639 50

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Department.	Personal Emoluments.	Other Charges. Annually Recurrent.	Other Charges. Special Expenditure.	Total.
	$ c.	$ c.	$ c.	$ c.
Brought forward	56,597,661 44	93,114,776 16	154,977,201 90	304,689,639 50
76. Town Boards	823,032 97	8,296,360 17	841,790 96	9,961,184 10
77. Town Planning	37,985 40	5,858 45	3,465 54	47,309 39
78. Trade Union Adviser	34,413 79	15,292 42	5,378 30	55,084 51
79. Treasury	298,087 35	62,194 71	7,242 56	367,524 62
80. Veterinary	277,949 53	355,630 82	777,199 21	1,410,779 56
81. Claims Office	26,208 25	3,524 84	—	29,733 09
TOTAL	58,095,338 73	101,853,637 57	156,612,278 47	*316,561,254 77

It is not at present possible to estimate accurately the final expenditure of the period under review as the accounts of the Crown Agents have been delayed. The latest estimates, however, place expenditure at approximately 7.8 million below the original estimates. The net reduction was not evenly spread among expenditure heads. Reduction of 24.7 million took place in the case of the Railways, 4 million for Public Works extraordinary, 3.7 million for Medical, and 5.1 million for Telecommunications, other items 7.3 million all of which were largely due to the non-arrival of stores. On the other side of the account, the actual expenditure shown does not include anything against the provision of $25 million (which is now estimated to amount to $33 million) made against loss on sales of Foodstuffs ; but unforeseen expenditure on ex gratia payments of Arrears of Salary and Wages to non-interned Government servants (included under Miscellaneous) amount to $28.3 million.

The total amount of the Malayan Union Public Debt at the end of 1947 is summarised below :

	Date of Issue.	Maturity Dates.	Rate of Interest.	Amount of Loan. $
1. Former F.M.S.	1931	1959	4½%	16,000,000
	1935	1960/70	3%	34,285,715
	1936	1956/66	3%	15,000,000
	1940	1952/59	3%	20,000,000
	1941	1953/60	3%	10,000,000
2. M.U. Share of former S.S.	1940	1952/59	3%	7,500,000
	1941	1953/60	3%	3,000,000
War Saving Certificates		1950	—	2,602,614
3. M.U. Liability in respect of former U.M.S.—				
(i) S.S. Loan to Trengganu	—	—	3½%	1,652,000
(ii) S.S. Loan to Kelantan	—	—	2%	3,276,478
(iii) S.S. Loan to Kelantan	—	—	4%	36,750
(iv) C.D.F. Loan to Kelantan	—	—	4%	16,025
				113,369,582
4. M.U. Loans	1946	1954/56	2½%	7,157,100
	1946	1962/66	3%	51,581,500
	1947	3 months Treasury Bills	¾%	17,250,000
				189,358,182

The Sinking Fund Contributions in respect of the above loans amounted to approximately $34 million on 31st December.

* A sum of $10 million should be added to this amount in respect of Agency Accounts which have not been included in this Expenditure.

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Assets and Liabilities of the Malayan Union as at 31st December, 1946, and Estimated Assets and Liabilities of the Malayan Union as at 31st December, 1947.

Liabilities.	Actual 1946.		Estimated 1947.		Assets.	Actual 1946.		Estimated 1947.	
	$ c.	$ c.	$ c.	$ c.		$ c.	$ c.	$ c.	$ c.
Loan Account—Malayan Union Local Loan:					Cash—				
2½% Malayan Union Local Loan, 1954/56	2,046,400 00		7,157,100 00		In Treasuries and Banks	35,197,297 10		26,909,784 40	
3% Malayan Union Local Loan, 1962/66	30,248,700 00		51,581,500 00		In Agencies	81,262 48	*Cr.*	102,080 70	
	32,295,100 00		58,738,600 00				35,116,034 62	27,011,865 10	
Less Loans to Tin Mines ..	24,979,864 00		48,738,600 00		Cash in Transit		3,914,153 04	..	
		7,315,236 00		10,000,000 00	Fixed Deposit Security ..		102,186 98	67,358 60	
Treasury Bills	..	7,186,625 00	..	17,217,656 00	Joint Colonial Funds (Crown Agents)		..	4,628,571 30	
Loans (Interest Free) to Imperial Govt. for War Purposes ..	..	369,303 61	..	341,303 00					
Due to other Governments ..	..	50,096,592 09	..	90,617,389 00			39,132,374 64		31,707,795 00
Sundry Outstanding Accounts	..	54,643,906 83	..	40,976,649 00	Cash in Funds—Crown Agents:				
Deposits	..	17,480,111 26	..	22,277,743 00	Sultan Ibrahim Studentship Fund, Johore	..	1,314 50	..	..
Sundry Funds	..	4,123,006 29	..	8,049,767 00	Investments—Surplus Funds ..	..	65,650,946 75	..	63,111,120 00
Electrical Department—Renewals Fund	..	6,689,223 14	..	7,043,104 00	Investments—Special Reserve Fund	..	56,763,441 00	..	42,220,943 00
Opium Revenue Replacement Fund	..	58,568,906 40	..	56,762,194 00	Investments—Opium Revenue Replacement Fund	..	58,568,906 40	..	56,762,194 00
Special Reserve Fund	..	56,763,441 00	..	42,220,943 00	Investments—Specific Funds ..	..	1,445,627 11	..	1,630,199 00
					Suspense—General	..	228,003 38	..	200,000 00
					Advances	..	30,947,220 61	..	23,906,617 00
					Imprests	..	23,991 60	..	20,000 00
					Loans—Imperial Govt. for War Purposes (Interest Free) ..	369,303 61		341,303 40	
					Planters Loan Board	964,178 60		964,178 60	
					Miscellaneous	162,059 46		305,825 00	
							1,495,541 67		1,611,307 00
					Deficit	..	8,978,983 96	..	74,336,873 00
	..	263,236,351 62	..	295,507,048 00		..	263,236,351 62	..	295,507,048 00

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Public Trustee and Official Administrator.

The number of estates and trusts on hand at the close of the year was approximately 2,550 including some 2,200 small estates under summary administration. Business transacted during the year exceeded $10,000,000 leaving on hand assets, in various forms, valued at over $9,200,000. Of this sum $2,745,000 is represented by real property, $5,300,000 by trustee investments, $893,000 by cash in banks, and $346,000 in shares and other movables not included in the two previous items. At present the trusts and estates situated in the former Federated Malay States (Negri Sembilan, Pahang, Perak and Selangor) constitute 96% of the total in the care of the Department, Penang coming next with 2.5%. Curtailed services were available in Malacca and Johore, but none, or negligible, in the remainder of the States.

An unusual feature of the year's work of the Office of the Public Trustee and Official Administrator consisted of the undertaking of the administration of some 2,700 small estates (mostly under $500 in value) belonging to former Government employees who died during the Japanese occupation and in which the assets were comprised almost entirely of back pay and first instalments of ex gratia awards. While everything possible has been done with the staff available only a small proportion of these estates, and limited to the assets already in hand, have been distributed.

Another unusual feature has been the unavoidable necessity of refusing to accept new estates until the present congestion is overcome. This step was taken with profound regret that the social services for which the Department was created had to be withheld from the public.

Chapter IV.

CURRENCY AND BANKING.

Currency.

The standard currency of the Malayan Union is the Malayan dollar with a value of two shillings and four pence and divided into one hundred cents. The currency is issued by a Board of Commissioners of Currency which was established under an Agreement signed in 1938 by the Governments of the Straits Settlements and the Malay States. The currency of the country is on a sterling exchange standard and the Commissioners are bound to issue on demand currency notes at the rate of one dollar for two shillings and four pence of sums in sterling lodged with the Crown Agents in London and to pay on demand the sterling equivalent of Malayan currency notes lodged with them in Malaya. Under the law the Commissioners can charge commission at the rate of three-sixteenths of a penny for every dollar issued and one farthing in respect of every dollar received.

Provision is made for the establishment and maintenance of a Currency Fund in such a way that its value shall stand at one hundred and ten per cent. of the face value of the currency notes and coin in circulation. There is also provision for making each Government liable to meet any deficiency in the Fund should the

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assets at any time prove inadequate to meet legal demands upon the Currency Commissioners for the conversion of currency into sterling.

The Currency (Transitional Amendment) Ordinance, 1946, which came into force on 1st April, appointed the Financial Secretary of the Malayan Union and the Financial Secretary, Singapore, to be the Board of Commissioners of Currency for Malaya.

The position of the note circulation at 31st December is summarized in the following table:

			$ c.
(1) Pre-invasion issues ..			238,804,963 95
Less			
(i) Notes presented for redemption by evacuees from Malaya and destroyed ..	$ c. 2,236,849 59		
(ii) Notes destroyed by Currency Commissioners and withdrawn from circulation between September, 1945, and 31st December, 1947 ..	142,436,327 50		
		144,673,177 09	
			94,131,786 86
(2) Notes issued since the liberation			317,972,060 06
Note circulation at 31-12-47			412,103,846 92

It should be noted that the figure for pre-invasion issues is the total nominal circulation as at the 15th February, 1942, and it is impossible to estimate what proportion of the amount has been lost or destroyed in the hands of the public since that date.

In comparing the pre-occupation with the present position it is necessary to take into account the fact that the Malayan dollar is replacing the old British North Borneo and Sarawak currencies. The note circulation increased in the twelve months under review by approximately $24,300,000.

Foreign Exchange Control.

Foreign exchange control is operated in conjunction with the controls existing throughout the sterling area.

Trade between Malaya on the one hand, and Siam and Netherlands East Indies, on the other, is permitted to be carried on by the barter system, which is controlled to ensure that the trade is in approximate equilibrium.

Remittances to China are permitted subject to supervision, up to an amount of $45 per family per month, through remittance shops. Owing to the increasing depreciation of the Chinese national dollar, the general tendency has been to reduce remittances to the minimum amount required.

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Banking.

The year 1947 witnessed an extension of branch banking—The Chartered Bank of India, Australia & China opened in Port Swettenham and Teluk Anson and the Hongkong & Shanghai Banking Corporation in Teluk Anson and Cameron Highlands. The Eastern Bank Ltd., previously represented only in Singapore, established a branch office in Penang on 8th December, 1947.

A new bank, the Malay National Banking Corporation Limited, the membership of which is confined to Malays, was registered and incorporated on 12th May, 1947, with its Head Office in Kuala Lumpur.

The following is a list of the Banks now represented showing the location of their branches :

Ban Hin Lee Bank Ltd. ..	Penang.
The Bank of China	Penang, Kuala Lumpur.
The Batu Pahat Bank Ltd. ..	Batu Pahat.
The Chartered Bank of India, Australia & China	Alor Star, Ipoh, Klang, Kuala Lumpur, Penang, Port Swettenham, Seremban, Sitiawan, Taiping, Teluk Anson.
The Eastern Bank Ltd. ..	Penang.
The Hongkong & Shanghai Banking Corporation ..	Cameron Highlands, Ipoh, Johore Bahru, Kuala Lumpur, Malacca, Muar, Penang, Sungei Patani, Teluk Anson.
The Indian Bank Ltd. ..	Kuala Lumpur.
Indian Overseas Bank Ltd. ..	Kuala Lumpur.
Kwong Yik (Selangor) Banking Corporation.	Kuala Lumpur.
M. C. T. M. Banking Corporation	Kuala Lumpur.
The Malay National Banking Corporation Ltd.	Kuala Lumpur.
The Mercantile Bank of India Ltd.	Ipoh, Kuala Lumpur, Kota Bahru, Kuala Trengganu, Kuala Lipis, Kuantan, Penang.
Netherlands Trading Society ..	Penang.
Oriental Bank of Malaya, Ltd.	Kuala Lumpur, Klang, Seremban.
Oversea Chinese Banking Corporation Ltd.	Alor Star, Batu Pahat, Johore Bahru, Ipoh, Klang, Kuala Lumpur, Kluang, Kota Bahru, Malacca, Muar, Penang, Seremban, Segamat, Taiping, Teluk Anson.

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Chapter V.

COMMERCE.

The Customs Department continued the control of Imports and Exports initiated in 1946 and the schedules then introduced have remained substantially the same.

The method of import and distribution of Government-purchased foodstuffs and relief supplies continued on the same lines as in 1946. The procedure was modified but generally such supplies were procured by Government and imported, stored and distributed by commercial organisations acting as Government Agents and under Government direction.

Government-procured textiles continued to arrive in considerable quantities. During 1947 3½ million yards were issued at Government direction and 23½ million yards were issued for sale in the open market. An even flow of releases to the open market was maintained and prices were held relatively stable.

Import Policy.

Up to April, 1947, all applications to import goods from hard currency sources were made to Singapore. This arrangement had been agreed upon originally to avoid duplication in the issue of difficult foreign exchange. In practice it proved to be unsatisfactory from the viewpoint of the Malayan Union and after much negotiation the Malayan Union control took over the issue of import licence for goods from all sources, a system of returns being agreed upon to avoid the occurrence of duplication. The new arrangement has worked satisfactorily and it has been found possible by applying the same system to delegate full authority to the control office in Penang.

Joint Advisory Board on Import and Export Policy.

Efforts on the part of both Governments to achieve closer co-ordination in import and export policy finally resulted in the creation of the Joint Advisory Board on Import and Export Policy in August, 1947. The members of the Board during 1947 were the Economic Adviser to His Excellency the Governor-General as Chairman, with the Financial Secretary and Economic Adviser, Malayan Union, and the Financial Secretary and Secretary for Economic Affairs, Singapore. The officers-in-charge of Import and Export Control in each administration have attended all meetings of the Board. The Board has performed a very valuable function and has made many recommendations to Government on major problems. As a direct result of its recommendations fortnightly liaison meetings now take place between the control authorities in both administrations. Much detailed work in bringing about a unified application of policy has been achieved at these fortnightly meetings and both controls are now operating on agreed Import and Export Guides which lay down the conditions for the import and export of specified commodities.

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Importation of Quota Goods.

Much controversy has arisen during the course of the year over the method of allotting quotas. The issue has lain between two principles; (*a*) limitations of allotment to pre-war importers, and (*b*) the "open-to-all" principle.

A third alternative, that is, the sale of quotas by auction, was proposed and debated but not accepted.

Open General Licence for Rubber.

An Open General Licence for the importation of rubber from all sources was issued on 1st May, 1947.

Relaxation of Control.

Following the tightening up of control necessitated by the Dollar Crisis a marked reaction in policy took place towards the end of the year. A favourable interpretation of the non-discrimination clause in the Anglo-American Loan Agreement and the clarification of the balance of payments situation as regards movement of goods within the sterling area appear to have been major considerations in this change of policy. Under international monetary fund arrangements the United Kingdom—Colonial Group (including Southern Rhodesia and Burma) form a separate unit from other parts of the sterling area, and it has now become clear that the movements of goods within that group do not affect the balance of payments position in regard to areas outside that group, except in so far as consumption of goods with a high export value to destinations outside the group is concerned. It has therefore been possible to issue an open general licence for goods originating in the United Kingdom—Colonial Group with the exception of those which are of high value for export to destinations outside the group. This licence has been extended to cover war devastated territories whose economy it is in the ultimate interest of the United Kingdom—Colonial Group to re-establish.

Goods subject to allocation are of course excluded from this open general licence.

Export Control.

General Basis of Control.

The authority is the Prohibition of Exports Order, 1946. The export of the goods enumerated in the two schedules to the Order is prohibited except under licence issued by or in behalf of the Comptroller of Customs; those on the First Schedule to all destinations and those on the Second Schedule to all destinations except the Island of Singapore. The items on the First Schedule comprise, briefly, livestock, consumer goods and goods required for the rehabilitation of local industry. Those on the Second Schedule comprise the major natural products of the Malayan Union.

The main objects of this legislation are to prevent goods in short supply from leaving the Malayan Union and to implement international obligations in respect of Malaya's natural products.

The Assistant Comptroller of Customs, Penang, has been fully authorised to issue licences under the Prohibition of Exports Order and considerable authority has been delegated to other Assistant Comptrollers and Senior Customs Officers throughout the country.

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Main Developments in Export Policy.

Open General Licence for Rubber.

Rubber, by far the most important commodity in Malayan trade, was freed from export control with effect from 1st January, 1947.

Free Export of Tapioca and Sago Products.

During the latter part of 1946 and the early part of 1947 the export of tapioca and sago products was restricted on the grounds that they were rice substitutes the export of which might prejudice the Malayan rice allocation. The result was an accumulation of unsaleable stocks in North Malaya and export was allowed freely as from 3rd March, 1947.

Export of Copra and Coconut Oil.

Up to 21st November, 1947, the export of copra and coconut oil was permitted only if consigned to the Ministry of Food, United Kingdom, with the exception that special allocations were made to Hong Kong and Burma during the course of the year. From the 21st of November, the re-export of coconut oil and copra (or oil expressed therefrom) imported from outside Malaya was permitted to any destination. From the 26th November the export of coconut oil produced from Malayan copra was permitted to any destination against proof of export of an equal quantity to the Ministry of Food. Locally-produced copra was not affected by these measures.

Relaxation of Control.

The general supply position has improved rapidly during the course of the year and it has been possible to allow greater freedom to export goods of value in the entrepot trade. The most important commodities affected have been :

(i) *Textiles*, for which a liberal export quota based on the flow of imports is now operating.
(ii) *Evaporated Milk*, for which a similar quota operates.
(iii) *Cigarettes*, the export of which is now allowed freely in view of the stock position.
(iv) *Building Materials*, which are now being exported in increasing quantities to Southern Siam.
(v) *Mining Machinery and Stores*, which are also moving to Siam in increasing quantities.

The general principle adopted is that the maximum amount of export will be allowed subject to the prior satisfaction of the Malayan and British Borneo markets, and in view of the precarious forward supply position this principle must be adhered to in the interest of the Malayan and Borneo consumer.

Effect of Controls on Local Trade.

There can be little doubt that the general trader has made handsome profits in spite of the operation of controls. There has been a seller's market in most commodities during the year and the few that have been subject to quotas on import have acquired an enhanced value in priming the sale of other goods. The flow of imports has been satisfactory as is shown by the comparative abundance of most types of goods on sale locally. Certain essential

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commodities such as Steel and Machinery still remain in short supply but this is directly attributable to non-availability and not to import restrictions. Foreign exchange has been approved freely for all essential goods.

Malaya is much better supplied with goods than her neighbours and although the local market has offered good profits there has been much pressure to export to the more lucrative markets of Sumatra and Siam. It has been necessary in the interests of the local consumer to curb this natural commercial instinct to some extent but at the same time care has been taken to allow the export of goods in adequate supply. The situation is becoming progressively easier but the fluctuating forward supply position militates against a rapid discarding of control.

The effect of controls upon the producer has been more marked. Rubber and tapioca products have been on a free market for some time, but copra, coconut oil and palm oil have been subject to destinational and price control. In the case of palm oil the producers have entered into a bulk contract with the Ministry of Food at a price which appears to be satisfactory to them and there has been no difficulty. Copra and coconut oil, however, have been subject to a price ceiling which has by no means satisfied the producer and the result has been a comparatively small export to the Ministry of Food. Certain concessions which are mentioned in the paragraph relating to the export of copra and coconut oil were granted towards the end of the year and they have alleviated the position to some extent.

Every effort has been made to achieve a co-ordinated policy between the Malayan Union and Singapore.

On the whole it can fairly be said that in the operation of both import and export control every effort has been made to assist the trader and the producer within the limits of authority while bearing in mind the interests of the population.

The aggregate value of the external trade of the Malayan Union for the year 1947 was $1,459,263,580 made up as follows:

Merchandise Imports	$621,095,545
Merchandise Exports and Re-exports	834,369,308
Parcel Post Imports and Exports	3,798,164
Bullion and Specie Imports, Exports and Re-exports	563
	$1,459,263,580

Imports.

The declared value of Imports amounted to $624,513,284.

Class I. Foodstuffs, etc.	$286,567,572
II. Raw materials and manufactured goods	51,750,732
III. Articles wholly or mainly manufactured	282,777,241
IV. Parcel Post	3,417,176
V. Bullion and Specie	563
	$624,513,284

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Exports.

The declared value of exports amounted to $834,750,296.

Class I.	Foodstuffs, etc.	$ 46,944,195
II.	Raw materials and manufactured goods	634,634,313
III.	Articles wholly or mainly manufactured	152,790,800
IV.	Parcel Post	380,988
		$834,750,296

During the year the value of tin and tin-ore exported was $113,771,193 and the value of rubber exported was $586,843,107.

The principal commodities produced or manufactured in and exported from the Malayan Union during the year were:

Tapioca flour			$ 1,658,908
	to Singapore	$ 1,044,967	
	India	332,658	
Tapioca pearl			$ 3,592,562
	to Australia	$ 1,433,434	
	India	1,262,479	
Swine			$ 4,739,548
	to Singapore	$ 4,739,548	
Pineapple (canned)			$ 1,099,187
	to Singapore	$ 1,096,112	
Arecanuts			$ 12,085,341
	to India	$ 9,038,483	
	Singapore	2,004,861	
	Burma	1,009,554	
Vegetables (fresh)			$ 1,970,022
	to Singapore	$ 1,951,993	
Coconut Oil			$ 13,596,470
	to United Kingdom	$ 6,543,452	
	Burma	3,307,901	
	Singapore	2,865,506	
Palm Oil			$ 19,215,300
	to Singapore	$ 11,809,452	
	United Kingdom	7,405,848	
Rubber			$ 586,843,107
	to Singapore	$ 204,036,800	
	U.S.A.	171,918,973	
	U.K.	72,524,875	
	Argentine	17,933,127	
	Canada	17,462,321	
Tin			$ 113,771,193
	to Singapore	$ 50,833,040	
	U.S.A.	40,119,537	

During the year the total value of imports into the Malayan Union was $624,513,284 made up as follows:

Singapore	$ 303,050,979
United Kingdom	96,865,780
British possessions	72,005,621
Foreign countries	152,590,904
	$ 624,513,284

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The total value of export and re-exports during the year was $834,750,296 made up as follows :

Singapore	.. $ 353,383,928
United Kingdom ..	.. 91,698,217
British possessions ..	.. 55,053,560
Foreign countries ..	.. 334,614,591
	$ 834,750,296

Foreign Trade.

The value of direct foreign imports, including transhipments on through bill of lading was $321,462,305 or nearly 51.7 per cent. of the import trade.

The value of direct foreign exports and re-exports was $481,366,368 or nearly 57.67 per cent. of the total exports and re-exports. The declared value of exports and re-exports to the United Kingdom and U.S.A. were $91,698,217 and $217,641,951, respectively.

Revenue.

The revenue collected by the Customs Department in 1947 from all sources amounted to $137,540,542.48.

Import Duties.

New duties were imposed during 1947 on air conditioning plant, cameras, photographic accessories, binoculars, pianos and mechanical lighters at 20 per cent. *ad valorem* and on electrical household articles, cutlery, mirrors, clocks, watches at 15 per cent. *ad valorem* and on medicinal preparations at 25 per cent. *ad valorem* and the duties on cartridges, musical instruments, intoxicating liquor, tobacco, petrol, cosmetics and perfumery and playing cards were increased.

Parcel Post.

The postal system was extensively used for the importation of dutiable goods during the year and $1,649,705.46 was collected on such imports.

Export Duties.

New duties were imposed on Beche-de-mer 10 per cent. *ad valorem*, arecanut 5 per cent. *ad valorem*, durian 50 cents per 100, copra and coconut oil 5 per cent. *ad valorem* and the duty on palm oil was altered from $20 a ton to 5 per cent. *ad valorem* and on rubber from 2 3/4 cents a pound to 5 per cent. *ad valorem* plus 1/4 cent per pound.

Export duties collected during the year amounted to $47,761,066.29.

Rubber.

The amount of duty collected on rubber amounted to $32,010,318.38.

Tin.

The amount of export duty collected on tin amounted to $13,434,523.19 and the amount of cess amounted to $23,180.87.

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Palm Oil, Copra and Coconut Oil.

The duty collected on these items amounted to $1,906,548.22.

Penang.

By the Customs Duties (Penang Island) Order, 1946, of 31st May, 1946, all import duties, with the exception of those on intoxicating liquors, tobacco and petroleum, and all export duties were cancelled in so far as Penang Island was concerned. Since then, whenever an export duty on rubber, palm oil, copra or coconut oil has been imposed on the mainland, a corresponding Excise duty has been imposed in Penang, payable on Island produce and on produce from the mainland on which the export duty has not already been paid. The revenue derived from Penang Excise Duties has therefore been included in the export duties under the respective Items of Revenue.

Malayan Union Collections in the Colony.

The office of the Supervisor of Export Duties, Malayan Union, which is situated at the railway goodsheds in Singapore, collected a total revenue of $20,109,312.70. This represents approximately ten times the highest pre-war figure.

Excise.

The total revenue for 1947 from Excise duties and licence fees was $4,069,939.45.

Toddy Shops.

The number of Government toddy shops operated in the Malayan Union was 86.

As a result of the recommendations of the Toddy Shop Commission which sat towards the end of 1946, the Advisory Council on 9th June, 1947, adopted the following resolution:

> "This Council, being agreed that the policy of Government should be to discourage the use of alcohol by Indian Labourers, accordingly resolves that toddy shops on estates should not be reopened, and that existing Government toddy shops elsewhere than on estates should only be allowed to continue subject to strict regulation of opening hours and of consumption of toddy and to an annual review of the number and condition of such shops."

The nett revenue derived from Government toddy shops during the year was $1,418,043.06.

Licensed Liquor Shops.

The number of licences for the sale of liquor which were in force on 31st December, 1947, were:

Wholesale	410
Retail	1,035
Public House	448

Distilleries.

Seventeen distilleries were in operation throughout the year and the Excise duty from this source amounted to $3,540,563.65.

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Match Factories.

The total amount of Excise duty on matches collected during the year was $93,256.80.

Opium and Chandu.

Under the provisions of the Opium and Chandu Proclamation, 1946, the use of this drug is prohibited. This however has not reduced the craving of those who are addicted and who in former days could obtain their supplies legitimately from the Government chandu shops. There has thus grown up a considerable illegal traffic in the drug which commands a high price, as much as $1,200 per lb. in some areas.

Preventive action was taken against those found to be concerned in this traffic and during the year resulted in the seizure of 121½ lbs. of chandu, 325½ lbs. of opium and 1,035 chandu pipes and in the conviction of 1,340 persons for offences against the Proclamation.

Legislation.

During the year some 41 *Gazette* Notifications amending the laws relating to Customs, Excise and Chandu were issued.

Rationed Commodities

were rice, flour and sugar. Supplies of flour and sugar were adequate to meet the ration. The supply of rice, the staple diet, fluctuated considerably and for most of the year Malaya was living on a ship-to-mouth basis. The rice ration remained exceedingly low to the disappointment of the population and the benefit of the black market.

1947 scales of personal ration issue in ounces per day were as follows:

Rice—1st January-2nd February ..	4.6
3rd February-18th May	6.0
19th May-31st December	4.6
Flour—1st January-2nd February ..	2.3
3rd February-18th May	.8
19th May-31st December	2.3
Sugar—1st January-19th October ..	.9
20th October-31st December ..	1.1

An issue of flour for baking and processing equivalent to a personal ration was made as follows:

1st January-2nd February ..	2.3 ozs. per day
3rd February-31st December ..	1.5 „ „

In addition special issues of flour are made to heavy labour, essential services, canteens and hospitals.

Padi Purchase Scheme.

The padi purchase scheme was operated by the Food Control and Supplies Department. A minimum price of $20 per picul at mill door and $19.20 per picul in field was guaranteed by Government. Padi buyers and mills could only operate under Government licence. The rice obtained from the scheme was issued on general ration. During the year 1,469,099 piculs equal to 87,450 tons of padi were bought, from which was obtained 53,102 tons of rice.

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Price Control.

During the year the price trend in the Union remained steady with a very small downward tendency. The average of a wide range of items being four times the 1941 average as against 4 1/5 in 1946.

The increasing supply of certain commodities tended to prevent any increase in the price trend and during the year the only additional item brought under price control was Tinned Butter.

The improved supply position of cigarettes and tobacco enabled consideration to be given to the removal of price control on these items. The control was removed on 1st January, 1948.

Registration of Companies.

The Companies Ordinance, No. 49 of 1940, of the Straits Settlements was applied to the Malayan Union by the Companies Ordinance, No. 13 of 1946, which came into force on the 4th day of July, 1946. The latter Ordinance was slightly amended by the Companies (Amendment) Ordinance, No. 25 of 1946.

The Companies Ordinance, No. 49 of 1940, is based on the English Act, 1929, which has since been amended by the Companies Act, 1947, resulting from certain recommendations made in the Cohen Report. Revision of the local Companies Ordinance, to bring it into line with the amendments contained in the Companies Act, 1947, is now under consideration.

One hundred and fifty-three new local companies, that is companies incorporated in the Malayan Union, were registered during 1947 and 65 new Foreign Companies, that is companies incorporated in Singapore or other territory outside the Union, were registered.

Nine hundred and eighty-seven Local Companies and 939 Foreign Companies were on the Register of Businesses at the end of the year. Of these, 205 Local Companies and 299 Foreign Companies are still under investigation pending re-registration.

Registration of Businesses.

The Registration of Businesses Ordinance, 1947, came into effect on 1st April, 1947, the schedule of businesses requiring registration being confined to five types :

(i) Money-lending businesses.
(ii) Mining businesses employing more than twenty persons.
(iii) Rubber estates exceeding fifty acres in extent.
(iv) Pawn shops.
(v) Goldsmiths and jewellers.

On 30th June, 1947, the following types of businesses were added to those in the schedule :

(vi) Sundry goods and provisions businesses.
(vii) Importers and Exporters, Commission Agents.
(viii) Saw-mills, Timber and Firewood Merchants.

During the first few months 90 per cent. of the applications had to be returned owing to the forms being filled in incorrectly. This percentage dropped during the latter months of the year to some 30 per cent.

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A total of 13,313 new applications for registration were received by the Registrar of Businesses during 1947, of which 7,279 were registered by the end of the year. More than one-third of the applications were concerned with businesses dealing in sundry goods and provisions.

CHAPTER VI.

PRODUCTION.

(*i*) AGRICULTURE.

In March, 1946, a Short Term Food Production Organisation was set up to carry out direct production of foodstuffs. The crops grown were to be those other than wet padi, which remained the responsibility of the Department of Agriculture, and the general policy was to open up Government Farms on suitable areas felled by the Japanese and on State land which could be made available. Clearing was done by mechanical equipment and with Japanese Surrendered Personnel, supervised by 17 Food Production Officers on short-term contract. It was obvious, however, from the beginning that the task would be a difficult one owing to world-wide shortage of supplies and equipment. In spite of this, some progress was made and at the end of February, 1947, there were 5,777 acres of cleared land on such Farms. It was then felt that the time was opportune for achieving food production on a wider scale than that previously possible and that the agricultural population itself was the best source of such increased production. To this end Government allocated responsibility for all food production to the Director of Agriculture from 1st March, 1947. The Short Term Food Production Organisation was taken over and became the Food Production Branch of the Department of Agriculture. The functions of this Branch fell into three divisions:

(i) Increasing the area under wet padi.
(ii) Growing of crops on Government Farms.
(iii) Carrying out investigations into the possibilities of mechanised production of foodcrops, especially of wet padi.

Padi.

The main objectives of the Food Production Branch were to increase the acreage under wet padi for the 1947-48 season and by various methods to improve the yield on already existing areas. Loans had been secured for the purpose of providing manures (Kedah $500,000, Province Wellesley $80,000, Malacca $70,000 and Kelantan $20,000) and buffaloes (Pahang, Johore and Kelantan $100,000). Subsidies at the rate of $100 for three acres of new land opened were approved for 6,200 acres of scattered padi fields in Pahang, Johore, Malacca and Kelantan, in addition to those already approved for colonisation areas in Sungei Manik and Changkat Jong in Perak and Tanjong Karang in Selangor. Money was made available for improving water conditions in many of the padi areas which had in most cases been neglected during the Japanese

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occupation; this was done in co-operation with the Drainage and Irrigation Department and the Administration. Food Production Officers were seconded to assist in all these activities.

The following table gives comparative figures for acreages under wet and dry padi together with yields of rice in tons since 1937. The table includes the final figures for the 1946-47 season and estimated figures for the 1947-48 season. It will be seen that the present season's figures show a very substantial increase over pre-war acreages and the estimated crop is higher than the 1940-41 season.

Season.	Wet Padi.		Dry Padi.		Total.	
	Acreage.	Yield (Gantangs.)	Acreage.	Yield (Gantangs.)	Acreage.	Rice Production in tons
1936-37 ..	693,550	206,256,000	46,490	6,354,000	740,040	319,234
1937-38 ..	682,120	193,240,000	44,550	6,020,000	726,670	299,190
1938-39 ..	704,390	218,604,000	48,850	8,805,000	753,240	341,455
1939-40 ..	727,550	212,037,000	65,790	11,165,000	793,340	335,138
1940-41 ..	742,600	204,473,000	77,880	11,451,000	820,480	324,210
1945-46 ..	684,005	143,303,000	105,635	6,577,000	789,640	225,044
1946-47 ..	732,614	171,271,000	80,924	8,896,000	813,538	257,164
1947-48 ..	822,045	201,668,000	81,095	8,920,000	903,140	331,635

Approximately half of the increased area is accounted for by new land, the other half being reclaimed padi land. Improved irrigation and drainage and the supply of seeds and manures are expected to lead to increased crops from approximately 150,000 acres.

Two major colonisation schemes made rapid strides during the year. At Tanjong Karang in Selangor over 4,000 lots of three acres each were alienated, and colonisation outstripped drainage and irrigation facilities. Although the full area of 12,000 acres will not be planted, 4,000 acres of high jungle were felled and a somewhat larger area of high grass and bush was cleared. In the Sungei Manik Scheme in Lower Perak 1,000 acres of jungle were felled at Changkat Jong, and 2,300 acres of bush were cleared at Labu Kubong. In addition 709 families were settled on 2,141 acres in various schemes in Johore.

During the year a padi purchase scheme was introduced and operated by the Supplies Department under this scheme a price of $20 a picul at mill door or $19.20 in the field was guaranteed. All privately owned mills which were considered suitable were given a licence to operate on behalf of Government, and had to sell as rice 60 per cent. of the padi milled to the Controller of Supplies, together with the offals. Growers were allowed to sell only to licensed mills or to buyers licensed in their names. Other mills were not permitted to operate.

Government Farms.

As a preliminary to making decisions on the future policy with regard to Government Farms a technical committee of Senior Officers of the Department of Agriculture inspected all the Farms during March. In general, their recommendations were as follows:

(*a*) That where the topography and soil of the Farm were unsuitable for cereal crop production, work should cease forthwith and funds and labour thus released should be used on the production of wet padi.

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The Malay Co-operative Store,
Ulu Langat.

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Two Malay padi farmers prepare the ground by changkoling.

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(*b*) That marginal areas, that is to say, those areas which were unlikely to give any worthwhile crop, except under an intensive system of individual cultivation, should be given out, as far as possible, to settlers.

(*c*) That on good land every effort be made to produce crops of groundnuts in the off-season and dry padi during the 1947-48 season.

Mechanised Cultivation.

Considerable exploratory investigations were carried out during the year into the use of mechanical equipment in connection with the cultivation of wet padi. Exploratory work was also carried out on the mechanical cultivation of dry padi and of groundnuts.

Oil Palm.

The total area under oil palms is 78,405 acres, almost entirely on large estates. Many of these instituted new planting programmes during the year, and one or two made a start with replanting their old stands.

With the very remunerative prices which ruled throughout the year, rehabilitation was completed on most of the western estates. On some of the best Johore estates two tons of oil per acre per annum are being obtained, but in parts of Selangor and Perak yields are lower than before the war and in some cases do not exceed half a ton.

At the end of the year 33 estates, with a planted area of 70,828 acres were in production out of a total of 46 estates. From the table given below, it will be seen that production during 1947 showed a substantial improvement over 1946 but has not yet reached pre-war levels.

Year.	Palm Oil (Tons)	Palm kernel (Tons)
1939	57,373	10,172
1940	57,972	9,611
1946	11,756	932
1947	39,115	5,737

Coconuts.

The area under coconuts at the end of 1947 was estimated to be approximately 512,000 acres which is considerably lower than the 1940 estimate of 600,000 acres. In the intervening years large areas have been felled or lost through neglect.

The table below gives net exports of copra and coconut oil since 1935. It will be seen that the changeover from a net export of copra to a net import, which commenced in 1940, has continued and that there was a very considerable increase in exports of coconut oil as compared with 1946. Production of coconut oil by local mills in the Malayan Union totalled 51,186 tons. Production of coconut cake was 40,760 tons.

Year.	Copra.		Coconut Oil.	
	Tons.	Value. $	Tons.	Value. $
1935 ..	111,753 ..	9,519,726 ..	35,910 ..	4,844,671
1936 ..	76,680 ..	8,235,070 ..	46,504 ..	7,643,849
1937 ..	75,592 ..	9,207,112 ..	39,762 ..	7,630,993

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Year.	Copra. Tons.	Copra. Value. $	Coconut Oil. Tons.	Coconut Oil. Value. $
1938 ..	68,754 ..	5,668,619 ..	49,140 ..	5,594,800
1939 ..	34,420 ..	3,321,422 ..	61,360 ..	7,133,925
1940 ..	† 9,905 ..	‡990,568 ..	69,446 ..	8,291,617
1941* ..	†32,682 ..	†813,965 ..	64,945 ..	6,668,318
1946 ..	†34,213 ..	†7,731,995 ..	8,008 ..	4,683,425
1947 ..	†45,439 ..	†14,734,312 ..	41,112 ..	24,668,790

Pineapples.

During the year His Excellency the Governor appointed a committee, with the State Agricultural Officer Johore as Chairman, to make recommendations for the resuscitation of the pineapple canning industry: two interim reports and proposals for draft legislation were submitted.

Owing to serious soil erosion and the rapid falling off in yields which occur when pineapples are planted on upland soils, the crop is now being confined to the peat lands of Johore and Selangor. By the end of the year there were some 6,000 acres under the crop in Johore and 2,000 acres in Selangor. No canneries operated in Selangor though two were almost renovated; the crop was therefore sent by lorry to Johore and Singapore.

The following table shows exports of canned pineapple prior to the war together with figures for 1946 and 1947:

Year.	Cases.	Value. $
1937	2,595,734	8,825,551
1938	2,351,006	7,262,851
1939	2,725,279	9,928,416
1940	1,543,492	8,435,768
1946	872	11,568
1947	86,516	2,430,951

Tea.

Provisional statistics for the tea industry show that at the end of 1947 the total planted area was 9,015 acres of which 5,405 acres were in the Cameron Highlands and 3,610 acres in the lowlands. The following table shows production figures since 1937 from which it will be seen that 1947 production exceeded that for 1938. Of the 1947 production approximately 931,000 lbs. represented highland tea. Exports of locally made tea during the year totalled approximately 108,000 lbs.

Year.	Production. lbs.
1937	1,001,071
1938	1,217,306
1939	1,313,094
1940	1,573,854
1946	420,532
1947	1,244,074

* January to October, 1941. † Net Imports. ‡ Net Export Value. (The figures in this table are Pan-Malayan and include Singapore exports and imports).

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Lack of labour and the high cost of that available caused most estates to concentrate on their producing areas and to give second place to the cleaning up of the remainder. The average wholesale price was $1.20 to $1.50 per lb., but the flooding of the country with cheap supplies of imported tea later in the year caused a decline to $1, at which figure it is not generally considered economic for the local industry to operate. The industry is now faced with the anomaly that dust is fetching a higher price than B.O.P., chiefly owing to coffee shop and restaurant demand, and one estate is now marketing its produce as dust in 6 lb. tins at $1.75 per lb.

Other Foodcrops.

The following table gives a comparative statement of acreages under other foodcrops as at the end of 1940, 1946 and 1947 :

Crop.	December, 1940. Acres.	December, 1946. Acres.	December, 1947. Acres.
Tapioca	46,292	58,711	41,807
Sweet Potato	12,366	22,483	20,363
Sago	6,976	6,385	6,556
Sugar Cane	3,251	9,261	4,541
Groundnuts	2,054	1,951	2,300
Maize	8,369	2,059	1,107
Yams	1,895	1,066	870
Colocasia	2,938	4,342	3,627
Ragi	181	1,389	451
Soya Beans	188	238	145
Pulses	—	599	487
Market Gardens	25,406	17,346	15,019
Pineapples	60,157	13,813	11,920
Bananas..	45,728	67,995	64,075
Total ..	215,765	207,638	173,268

The acreage under rice substitute crops, particularly tapioca, again declined steadily throughout most of the year, but there was a slight increase towards the end probably, due to the higher prices being charged for concentrate pig foods. The decline may be attributed to several causes : (*a*) an abundance of wheat flour ; bread being the most acceptable substitute for rice, (*b*) the Malayan climate and soils which are not suited to dry land farming, (*c*) the abandonment of areas by temporary growers who found other more profitable employment on estates and mines, and in the towns, (*d*) re-afforestation of reserves and attempts to reduce soil erosion, and (*e*) damage by wild pig.

In Cameron Highlands there was an estimated production of 7,800 tons of vegetables from about 900 acres; the gross value of the crop was approximately 2½ million dollars, of which one million was spent on fertilisers made up of 5,000 tons of prawn dust and 200 tons of artificial fertilisers.

In April, in an attempt to encourage production, Government guaranteed prices of $15, $15 and $20 per picul for maize, ragi and groundnuts respectively, but very little use was made of this

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guarantee. In the case of groundnuts the local price was frequently three times that guaranteed and this, coupled with the Departmental seed distribution, led to the extensive planting of small patches in many States to give a total area of 2,300 acres.

Forestry.

Examination of areas under treatment was completed and more detailed figures are now available of the areas damaged or destroyed during the Japanese occupation. The position is even worse than that recorded in the 1946 Annual Report. The area under regeneration fellings that was destroyed increased from 16,979 acres to 31,289 acres. Despite an addition of 11,116 acres under treatment, the total at the end of the year was 117,845 acres compared with 130,536 acres at the end of 1940. In the areas of completed regeneration operations a similar position was found. The total of forest destroyed was increased by 4,912 acres. This means that out of the total of 28,614 acres recorded in the 1940 Annual Report as being fully regenerated, no less than 12,526 acres have been destroyed. A further 4,658 acres of regenerated forest were added during the year under review, bringing the total up to 29,899 acres.

A beginning was made with planting up certain of the devastated areas, a total of 810 acres being dealt with of which 515 acres were in Malacca. In Perak planting was carried out over 1,766 acres in degraded areas and to assist where natural regeneration was deficient. It is probable that the greater part of this area will ultimately be treated as regular plantation.

The Timber Trade.

There was a brisk demand for timber of all categories for the greater part of the year and there was an all-round increase in output as sawmill production improved. Production for the year reached 16,620,315 cubic feet of round timber and 3,896,926 cubic feet of sawn timber, equivalent to a total of 24,414,167 (15,566,302) cubic feet measured in the round.

Firewood.

The demand for firewood was very strong in the earlier part of the year when, owing to the shortage of coal supplies, a number of tin dredges and some sections of the Malayan Railway changed over to firewood as fuel. The total output for the year was 16,958,806 (7,588,066) cubic feet (solid). As coal once more became plentiful and cheaper, the demand for firewood fell substantially. The departmentally supervised firewood depots for domestic supplies in Kuala Lumpur, Ipoh and Penang functioned throughout the year. They contributed materially towards stabilising the market prices in these towns.

Sawmills and Wood-using Industries.

The most marked development was in the use of single saw-bench units, 72 (33) being in operation by the end of the year. This development was largely the result of the very high wages still demanded by timber contractors' employees, the single bench outfit, operating in the forest, proving more economical than hand

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sawyers. Larger mills numbered 117 (77) and the total output from all mills was estimated at 12,078,550 cubic feet sawn measure. Very few mills were in full production and with high wages obtaining sawmill labourers averaged only seventeen working days a month. Strikes were of frequent occurrence.

Minor Forest Produce.

The output of jelutong improved to a moderate extent, the total being 5,250 (3,596) *pikuls*, realizing $113,874 ($57,935). During the year, buyers offered a bonus to stimulate production and forward contracts were placed at rates including bonus of up to $120 a *pikul*. Gutta percha was tapped to a small extent and refined and blocked departmentally; 8.91 *pikuls* were exported to England, receipts being $3,574. The departmentally operated *damar penak* industry made fair advance during the year and a net profit of $2,178 was recorded on the year's transactions.

Forest Department Finance.

Revenue for the year totalled $2,980,099 ($1,364,715) against expenditure of $1,673,283 ($1,112,651), giving a surplus of $1,306,816 ($230,064). Expenditure on silvicultural work was low, totalling $102,321, but difficulty was experienced in many States in recruiting labour at the approved rates of pay; also work on planting was only just getting under way.

A long term research development scheme which covered the removal of the Timber Research Laboratory, damaged during the war, to the new site in the grounds of the Forest Research Institute, Kepong, received the approval of the Secretary of State and a grant of $51,500 from the Colonial Development and Welfare Fund.

Education in Forestry.

The first post-war full course at the Forest School, Kepong, opened on the 1st April with a class of 25 students drawn from all States in the Union and from North Borneo. The course was concluded on the 20th December, when 23 students were awarded certificates. In addition, a six months course of training was held for three probationary Sub-Assistant Conservators of Forests, and during the year six Timber Inspectors were given a six weeks course in tree and timber identification.

Game Department.

The Game Department Report for 1947 states that one Big Game Licence, 44 Deer and Game Bird Licences, 248 Deer Licences and 479 Game Bird Licences were issued. Licensing was adversely affected by the scarcity of sporting arms and ammunition.

In addition to the work of conservation the Department undertakes the control of animals dangerous to human life or stock and destructive to cultivation. One thousand, six hundred and three calls for assistance were answered, animals were driven away from cultivation in numerous instances and the following killed:

25 Elephants, 16 Tigers, 3 Panthers, 12 Deer, 1,009 Wild Pigs.

All Game Reserves and Sanctuaries existing in 1941 have been rehabilitated so far as staff and funds will permit, boundaries reopened and temporary quarters erected for staff.

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Animal Husbandry.

The extensive market that exists in Malaya for meat and other classes of livestock products, the maintenance of soil fertility, the raising of the nutritional standards of the indigenous population, and the expanding agricultural programmes for increased rice production, all demand that attention be directed towards the conservation and multiplication of domestic livestock in order that these requirements may be met to the maximum extent from local resources.

On the re-occupation of Malaya it was soon apparent that a general, and in some cases a considerable, reduction of livestock had taken place during the Japanese regime. Importations of slaughter animals from abroad had virtually ceased and all local demands for meat had had to be met almost entirely from the country's own resources.

The following table gives the census figures, to the nearest hundred head, of the different classes of livestock for the years 1946 and 1947 and, for comparison with a reasonably typical pre-war year, those for 1939 :

	1947.	1946.	1939.
Buffaloes ..	189,000	170,600	217,000
Oxen	236,100	242,300	287,700
Goats	152,600	129,100	300,000
Sheep	21,800	23,200	31,500
Swine	299,600	252,500	599,400
Equines ..	1,200	700	600

Value of Livestock.

It is not possible to give an exact valuation but a reasonable indication of the total value of stock in the country at present is as follows :

Adult Malayan swamp buffaloes at $250 per head	$28,150,000
Young Malayan swamp buffaloes at $100 per head	7,320,000
Adult Indian Murrah buffaloes at $370 per head..	703,000
Young Indian Murrah buffaloes at $200 per head	294,000
Adult Agricultural and draught oxen at $180 per head	21,420,000
Young Agricultural and draught oxen at $75 per head	5,835,000
Adult Milking cattle at $250 per head	5,225,000
Young Milking cattle at $100 per head	1,840,000
Goats at $20 per head	3,052,000
Sheep at $15	327,000
Swine at $70	21,000,000
	$95,166,000

The poultry population is not known but it is probably at least three or four million birds. The total value of the domestic livestock in the Malayan Union may be conservatively reckoned at not less than $100,000,000.

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The almost unique position that the Malayan Union enjoys in its freedom from epizootics of the usual cattle scourges of the tropics was maintained throughout the year. Rinderpest continued to be absent and no case of anthrax, blackquarter, foot-and-mouth disease, tuberculosis or contagious abortion was detected. Rabies continued to cause concern.

A notable advance was made during the year in the control of the major poultry disease that prevails in Malaya by the prophylactic use of Ranikhet disease vaccine obtained from India.

Under the circumstances prevailing during the year and in view of the marked scarcity of most animal foodstuffs, the general position regarding animal husbandry was reasonably satisfactory. The emphasis laid on increased rice production in the country made the rearing of buffaloes of paramount importance and all efforts were directed towards the conservation and increase of these animals. With buffaloes being carefully preserved oxen had to bear the main brunt of the demands for local beef and the slight decrease in the numbers of these animals need not be viewed too pessimistically.

Pigs

are entirely a Chinese monopoly and the whole industry from breeding the piglings to marketing the meat is a complicated debtor-creditor system. Here again, the general shortage of feeding stuffs was acutely felt, but the indications are that, in spite of this shortage, the industry is making headway.

Work on three Animal Husbandry Stations opened in 1946 and one in 1938 continued throughout 1947, 1,000 head of stock being introduced to the Kluang Station. These stations will serve not only as breeding centres but also as demonstration units for livestock owners.

As a corollary to the development programme, plans are in hand for the establishment of a Veterinary Research Institute where all aspects of animal health and disease can be investigated and the production of sera and vaccines carried out.

Legislation.

To stop the loss by slaughter of potential breeding female buffaloes, oxen, sheep and goats, and to limit the slaughter within and to prohibit the export from certain States of cattle used for agricultural purposes, several States took advantage of the Essential (Control of Movement and Slaughter) Regulations, whereby slaughter and movement was only permitted if a veterinary licence had been obtained. Similar orders were made to prohibit the slaughter of young male buffaloes and oxen. The results of this legislation are reflected to a considerable degree in the livestock census figures for the Peninsula for 1947.

Livestock Shows.

Successful shows were held in several States during the year, the number and quality of the entries being very encouraging. The Department staged an exhibit devoted mainly to animal husbandry at the Malayan Agri-Horticultural Exhibition.

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The dependence of the country on indigenous stock for slaughter is illustrated in the following table*:

	Buffaloes.	Oxen.	Goats.	Sheep.	Swine.
Known slaughter	14,206	34,784	28,601	27,960	428,055
Imported into the Malayan Union for slaughter	2,584	3,678	906	25,722†	8,472
Bred in Malaya	11,622	31,106	27,695	2,238	419,583

It will be noted from the above figures that, except in the case of sheep, most of which were imported from Australia, it was necessary for the country to live almost entirely on its own resources.

Fisheries.

Relief supplies for the Malayan Fishing Industry were ordered in 1944. Much of this was cancelled in early 1946 and materials of value to the fishing industry, which were ordered in 1946, began to arrive early in 1947 and were distributed by the Fisheries Department with the assistance of the Administration, Customs and Marine Departments. Consequently by June of 1947 the industry could generally be said to be rehabilitated and catching potential was up to pre-war level.

It was unfortunate that at a time when the catching power of the fishermen was restored there was a marked shortage of fish in the fishing grounds surrounding the country.

As the year progressed, ice manufacturers were able to repair their plant with much needed spares, with the result that the ice-supply position improved considerably. Road transport improved with the delivery of new vehicles and distribution was brought back to a pre-war level. However, the high-purchasing power of the urban centres has undoubtedly resulted in the direction of the greater part of supplies towards these areas.

The salt-fish trade of the East Coast was seriously affected by the political disturbances in Java as the markets were poor. This happened at a time when the fishermen greatly needed assistance.

The weather was normal in the main, except for a heavy storm in mid-September which did a great deal of damage to fishing stakes from Kuala Kedah to Kuala Bernam. Piracy was spasmodic, and the dynamiting of fish by evaders of the law was reported from many districts.

The Fisheries Adviser to the Secretary of State visited the country from March to September and expressed agreement with a policy for the gradual development of the fishing industry designed so that fishermen may catch more fish per man than at present, with protection for their general economic and social welfare.

The Fresh-Water Station at Tapah was rehabilitated and by the end of the year stocks of fry were available for distribution to pond owners. A superficial survey of Chenderoh Dam indicated that between one-half a ton and two tons of fish are now being taken daily from the lake. As the result of experiments, carp fry were imported by air from China at an economic level and by December the trade had taken the matter up.

During the year 44,379 licensed fishermen operated 11,880 gears to land 70,240,000 katties of fish.

* Total known slaughter minus total imports. † Does not include 5,604 sheep imported for non-civilian use.

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(*ii*) MINING.

Tin Mining.

Numerous difficulties beset the rehabilitation of the tin mining industry, the chief being delays in deliveries of equipment ordered from overseas, the coal shortage early in the year, the rationing of electricity in Selangor, unsettled labour conditions and the high cost of labour, materials, power and fuel.

In spite of these difficulties progress has been very satisfactory. This, as will be seen from the table below, was due in large measure to the financial assistance given by Government to the mines and to the Machinery for Mines Schemes through the medium of which Government made available to the industry gravel-pumping equipment ordered through the Ministry of Supply in 1945.

PRODUCTION OF TIN-IN-ORE IN LONG TONS. JANUARY-DECEMBER, 1947.

	Govt. aided mines.	% of total production.	Unaided mines.	% of total production.	Totals.	%
European ..	14,013..	51.8 ..	2,154 ..	8.0 ..	16,167..	59.8
Chinese ..	4,404..	16.3 ..	4,687 ..	17.3 ..	9,091..	33.6
Other Sources	— ..	— ..	— ..	— ..	1,768..	6.6
Totals ..	18,417..	68.1	6,841 ..	25.3 ..	27,026..	100.0

CATEGORIES OF OPERATING TIN MINES.

At end of	Dredges.	Gravel pump mines.	Hydraulic mines.	Other mines.
1939 ..	96 ..	538 ..	33 ..	250
1940 ..	104 ..	733 ..	34 ..	182
1941 (Sept.)	103 ..	668 ..	31 ..	160
1945 ..	Nil ..	* ..	* ..	*
1946 ..	18 ..	102 ..	23 ..	73
1947 ..	56 ..	323 ..	24 ..	85

PRODUCTION OF TIN-IN-ORE IN LONG TONS.

1939 Jan.-Dec. ..	44,627	(Influenced by Tin Restriction)
1940 Jan.-Dec. ..	80,651	
1941 Jan.-Sept. ..	60,292	
1942 Jan.-Dec. ..	15,748	Japanese Occupation.
1943 Jan.-Dec. ..	26,000	
1944 Jan.-Dec. ..	9,309	
1945 Jan.-Dec. ..	3,152	
1946 Jan.-Dec. ..	8,432	
1947 Jan.-Dec. ..	27,026	

Coal.

The only coal deposit now mined in Malaya is situated at Batu Arang, Selangor, and exploited commercially.

A total of approximately 11,250,000 tons of coal had been mined from this field up to the end of 1947.

A typical analysis of the coal mined is given below :

	Per cent.		
Moisture ..	21	As received ..	9,000 B.T.U.
Volatile Matter	35	On dry basis ..	11,390 B.T.U.
Fixed Carbon ..	35	Dry-free ash basis	12,850 B.T.U.
Ash	9		
	100		

* Not available.

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Owing to labour unrest and delays in delivery of equipment required to replace machinery lost, damaged or worn-out as a result of the occupation and to mechanize further the underground workings, the management has been faced with a difficult problem. A severe check to the progress of rehabilitation at the Collieries was the eight weeks' strike which began in January.

Nevertheless, rehabilitation of the mines has progressed—particularly underground, and by the end of June, 1947, production was able to satisfy demand.

The coal is non-coking and has a high moisture content. It is used by the railways, power stations, mines and for various industrial purposes and there is a possibility that it may be used successfully by coastal shipping.

COAL OUTPUT FROM BATU ARANG.

Year.	Tons.	Value. $
1939	441,025	2,431,073
1940	781,509	5,841,778
1941	687,000	5,527,000
1942	244,590	Not known
1943	489,442	
1944	409,100	
1945	226,702	
1946	224,674	3,707,121
1947	226,301	4,176,368

The present productive capacity is about 30,000 tons a month equivalent to an annual rate of 360,000 tons but as new equipment arrives the potential production will increase.

Gold.

Before the occupation the production of this metal showed on the whole a steady annual increase, the principal producer being the lode mine of Raub Australian Gold Mines Ltd., in Pahang. This mine suffered severe damage as a result of the war and occupation.

There are also a number of small gold mines in Pahang and a certain amount of the metal is recovered by tin dredges in Selangor and gravel pump mines in the Bidor area of Perak.

PRODUCTION OF RAW GOLD.

	Troy Ozs.	Value. $
1939 Jan.-Dec.	40,238	2,457,045
1940 Jan.-Dec.	35,689	2,191,805
1941 Jan.-Sept.	24,804	1,494,230
1942	1,024	Not known
1943	2,213	
1944	1,212	
1945	287	
1946	445	
1947	5,312	350,583

Bauxite.

Before the war several deposits of this mineral were mined by the Japanese, all the ore being shipped to Japan. Since the

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liberation there has been no production but certain companies are showing a keen interest and prospecting is being carried out over large areas.

Iron Ores.

The principal deposits of iron ore so far exploited in Malaya occur in the States of Kelantan, Trengganu, Johore and Perak. Those in Kelantan, Trengganu and Johore were mined on a large scale by the Japanese prior to the war, all ore being shipped to Japan. A deposit in Pahang was proved just prior to the outbreak of hostilities.

The whole of the 1947 production was used as jig ragging on dredges.

PRODUCTION OF IRON ORE IN MALAYA.

TONS.

Year.	Perak.	Johore.	Kelantan.	Trengganu.	Total Malaya.
1937	1,147	519,339	49,223	991,119	1,560,828
1938	923	549,960	159,900	905,316	1,616,099
1939	768	681,886	210,930	1,048,937	1,942,521
1940	957	—	—	—	—
1941	715	—	—	—	—
1942	116	—	—	90,660	90,776
1943	17,643	—	—	30,718	48,361
1944	10,441	—	11	1	10,453
1945	13,375	—	—	—	13,375
1946	—	—	—	—	—
1947	888	—	—	—	888

Manganese Ores.

Known economic deposits in Malaya prior to the war were confined to the States of Kelantan and Trengganu and were mined by Japanese companies which exported the ore to Japan.

The deposit at Kemaman, Trengganu, is now practically worked out. There has been no production since the liberation.

Tungsten Ores.

Scheelite—The only large deposit known occurred at Kramat Pulai, Kinta District, Perak. This was worked out by 1939. Small deposits occur elsewhere but the output is negligible. The production for the period Jan.-Dec., 1947, was 11 tons.

Wolframite—This mineral occurs in a number of localities. A small quantity was recovered by some tin mines but the main production of 33 tons for 1947 came from the Kemaman District of Trengganu.

Ilmenite.

Ilmenite is the chief constituent of " amang ", a product obtained during the final cleaning of tin-ore concentrates. Large quantities are produced annually but only a portion is exported.

EXPORTS OF ILMENITE (TONS).

1939	11,098
1940	2,555
1941 Jan.-Sept.	44
1942-45	Not known
1946	Nil
1947	13,081

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Kaolin (China Clay).

Kaolin occurs in numerous localities throughout Malaya. At present it is mined on a small scale near Tapah, Perak, and near Kuala Lumpur, Selangor. Production is governed by local demand which is limited, but a small quantity is exported. Undoubtedly the potential productive capacity is large.

Kaolin is used locally for pottery making and as a filler in the manufacture of rubber articles.

Geological Survey Department.

Detailed geological surveys of areas near Kuala Lipis, Kuantan, Kuala Lumpur and in Ulu Selangor are in progress, field work has been completed in part of the Bentong area, and a geological memoir prepared upon the geology and mineral resources of the Merapoh-Chegar Perah area of north-west Pahang. On completion of each detailed geological survey, a coloured geological map is published by the Geological Survey Department together with a memoir describing the geology of the area and in particular its mineral potentialities.

During the year the twelve-miles-to-an-inch coloured geological map of Malaya was revised with the incorporation of the geological information which had accumulated since the last of the earlier editions was published in 1938. Publication was unfortunately delayed through the late arrival of printing materials, but the map should be ready for sale to the public in the early part of 1948.

Survey Department.

Rehabilitation of the Survey Department proceeded steadily during the year and, in addition, considerable progress in current work was achieved although somewhat hindered by late arrival of stores and equipment. Under an agreement with the War Office, surplus Army Map Reproduction equipment and stores were handed over to the Department for use and safe keeping and when this machinery is finally installed in 1948, the Government of the Federation will have at its service one of the finest Map Production plants in the Far East.

Revenue Surveys.

Twenty-two thousand, one hundred and fifty-five lots were surveyed involving 4,295 miles of linear measurement. Comparative figures for April-December, 1946, were 10,494 lots and 2,000 miles and for 1939, 43,518 lots and 8,580 miles.

In addition to pre-war survey arrears, the Japanese occupation added thousands of lots under illegal occupation. Land Offices are making earnest endeavours to record such holdings, a great many of which will require survey for title.

Topographical Branch.

A ten-year programme to complete the one-inch topographical map of Malaya was inaugurated under the Colonial Development and Welfare Scheme with the assistance of the Colonial (Geodetic and Topographical) Survey Directorate. This involves the completion of some 2,000 square miles of new mapping per annum. Survey

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will be from air photographs, the ground control being provided by the Topographical Branch. The immediate or Interim Programme includes 6,120 square miles of new mapping and 2,345 square miles of revisionary survey to meet the special needs of certain Departments. Under the most favourable circumstances this Interim Programme will require two years for completion.

Three one-inch sheets (1,000 square miles) were revised and towards the end of the year parties were engaged on the ground control for new aerial survey in S.E. Pahang.

Map Production Branch.

Although hampered by a lack of equipment and essential stores, the 1947 output of maps, charts, posters and work of semi-security nature compared favourably with a normal pre-war year and the value of production, at $157,125 exceeded that of 1939. The value of maps sold to the public and supplied to other Departments was $40,385.

Instrument Repairing Branch.

In addition to work for the Survey Department, the Branch overhauled and repaired a variety of instruments for other Departments (Medical, Drainage and Irrigation, Public Works Department, Agriculture, Electrical and Railways) and for the public on payment. The value of this work amounted to $46,122, or $14,027 more than in 1939. The Instrument Repairer, who is Custodian of Weights and Measures, verified and certified the State Standards.

Training and Examinations.

One member of the Department was awarded a Colonial Development Scholarship and proceeded to an Australian University to undergo a course of study leading to the B. Surv. degree. Another officer was granted no-pay leave and is now undergoing a similar course financed by the Australian Government.

Of the 346 candidates who presented themselves for the 1947 Departmental Examinations, 207 gained full passes and 70 partial passes.

Difficulty was experienced in securing Apprentices with adequate educational qualifications and the Department is suffering from a serious shortage of senior officers. In spite of strenuous recruiting efforts, the situation was critical at the end of the year and may grow worse. The demand for qualified surveyors in Australia, New Zealand and South Africa at present closes the door on recruitment from those Dominions.

CHAPTER VII.

SOCIAL SERVICES.

(Section 1.)

Education.

That the Local Examinations Syndicate of the University of Cambridge should send a special message of congratulation to the Malayan Union on the fact that the results of the School Certificate

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Examination in 1947 were the best ever achieved in this country is no small testimony to the progress that has been made in the rehabilitation of the schools of the Malayan Union.

It is, of course, apparent that the record results obtained were in part due to the fact that the average age of the candidates was from three to five years higher than usual. Against this can be set the loss of almost four years of education as a result of the Japanese occupation, during which period teaching in English or of the English language was rigorously suppressed. Considerable credit is due both to pupils and teachers for a remarkable achievement despite the not inconsiderable difficulties of the period.

A general survey of Education for the year shows much progress in the rehabilitation of schools and in the provision of school text books for English, Chinese and Tamil schools. Malay schools are still very inadequately supplied with books mainly owing to delays in printing, despite the efforts of the Department of Education, which prepares the material. This is particularly evident in the case of readers for the lower standards.

With the exception of special apparatus required for such subjects as science or geography, considerable progress was made in equipping the schools of the country. This is particularly noticeable in the Tamil schools which, for the first time in the country's history, became on January 1st, 1947, a responsibility of Government as regards the payment of their running expenses and of their teachers' salaries. Despite considerable effort, there still remained a severe shortage of equipment in Malay schools, the re-equipment of which could not be completed in one year for a variety of reasons, the chief being that of finance.

A striking feature during the year has been the increasing demand for education amongst the Malays in particular. The number of Government Malay vernacular schools increased during the year to 1,060, an increase of 46 over the number in 1946, and in some schools their overcrowded state led to the introduction of dual sessions involving the use of the school buildings for the higher standards in the mornings and for the lower standards in the afternoons. The total enrolment in Government Malay vernacular schools in November, 1947, was 149,414, an increase of 24,343 over the 1946 figures.

There was a remarkable increase in the number of Malay private schools opened by villagers, often without consultation with the Department of Education. Whilst in 1940 there were 44 of such schools, the number is estimated to have increased to nearly 200 by the end of 1947.

These village schools are built and maintained at the expense of the local community, who have in some cases given concerts to raise funds. They are commonly known as " sekolah rayaat " or " people's schools " and appear to be an attempt to follow the successful projects of similar types in Sumatra and Java. The standard is naturally not high, but the inauguration of these schools has the support of Malay Associations affiliated to the United Malays National Organization.

The Chinese community continued to display the keen interest in educational progress for which they have long been remarkable.

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The enrolment of pupils in Chinese vernacular schools in November, 1947, was 193,340, whilst the number of such schools increased from 978 in 1946 to 1,388, of which number 167 were night schools.

An innovation during the year was the formation of the Malayan Teachers' Union, a Pan-Malayan Union which includes Singapore.

On November 1st, 1947, a Malay Girls College, which was to have been opened in 1942, was opened by Lady Gent at Kuala Lumpur. The College is a residential institution to provide education in English up to the School Certificate for selected Malay girls, at present to the number of 40, and it is hoped that it will eventually encourage and stimulate higher education among Malay girls as effectively as the Malay College at Kuala Kangsar has done for the boys.

There has been a considerable increase in the number of scholarships to the United Kingdom awarded in 1947. In 1941 there were seven such scholarships, in 1946 twelve, and in 1947 the number was increased to forty-one.

A pleasant occasion during the year was that of the presentation of the Watch-bell of H.M.S. " Malaya " to the Victoria Institution, Kuala Lumpur. The ship's bell was given to the school by the Lords Commissioners of the Admiralty and was formally presented on Malayan Victory Day, 12th September, 1947, by the Flag Officer, Malaya Area, Rear-Admiral J. Egerton, C.B. The Governor of the Malayan Union, His Excellency Sir Edward Gent, received the bell on behalf of the people, and the Headmaster, Victoria Institution, on behalf of the school.

Primary Education—Boys.

The only purely primary schools are the vernacular schools. Of these there is a large variety, but the majority are Malay, Chinese or Tamil. There are a few Telegu schools on rubber estates, a few Malayalam schools, a Gurkha school, four Punjabi schools, and one Hindi school. Malay is the vernacular and the lingua franca of the country while Chinese and Tamil are the languages of immigrants, though there are families speaking these tongues that have been settled in Malaya for generations.

The English schools are either purely secondary schools, secondary schools with primary divisions, or primary schools which are preparatory for and feeders of the secondary schools. Primary education in English is given in the first seven classes in these primary divisions of primary schools. English is the medium of instruction throughout.

Malay Vernacular Schools—Boys.

Malay vernacular education, which is free, is normally concerned with an age group of 6+ to 12+ in five and occasionally six standards. The attendance of Malay boys, if they are of a school age and are resident within a reasonable walking distance of a Government Malay school, may be compulsory, but there is little need for compulsion, the problem being rather that of meeting the widespread demand for education.

The majority of the Malay schools are rural schools, the first aim of which is to give a sound primary and practical education to boys

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who will remain on the land, or find occupation in work which does not require a knowledge of English.

The second aim of the vernacular schools is to provide a primary education in the vernacular as a foundation for education in English for those boys who pass into the English schools on selection from among their contemporaries in competitive examination. Thus, in general, the course is planned with the object of ensuring a sound primary education together with interest and skill in local agriculture and village industries. So far English has not been taught in the Malay schools, though the post-war policy looks towards its gradual introduction.

The normal length of the school course is five years, but there is a sixth-year course, and it is intended to extend the school accommodation in such a way as to ensure in the future a six-year course for all. At present, only a few can be kept on for a sixth year—exceptionally bright pupils, often intended for the teaching profession. The result of the dislocation of the past few years has been that Standard VI was a rarity, the great majority of the older pupils being of Standard V grade. The total enrolment of Standard VI in 1947 was only 1,474. The need of a sixth standard to help to bridge everywhere the gap between school and employment is evident and urgent, but it will be some time before sufficient accommodation and staff can be provided in every State and Settlement.

Of the 149,414 pupils on the roll in November, 35,480, or almost one-quarter of the enrolment, were girls. Co-education is not the official policy of the Department of Education: nevertheless, if Malay parents so desire, their daughters are accepted in boys' schools up to the age of twelve if there is room for them.

On account of the war years the age group (6+to 12+) for which the curriculum for Malay schools was designed, was in 1947 generally two years late ; and, owing to the overcrowded state of the schools, is likely to remain late for some years. Moreover, essential economy of money, building materials and labour very seriously limited the provision of new schools.

The curriculum in 1946 was very restricted, owing to the even more acute shortage of text-books and the more general lethargy than obtained in 1947. With increased transport facilities available for inspecting officers and with the few newly-arrived text-books, the curriculum was broadened to some extent during the year and an attempt to return to the 1941 curriculum was made. But shortages and overcrowding were responsible for serious delays in the normal speed of advancement of the pupils.

The distribution of free milk on a wider basis than in 1946 continued in 1947 and undoubtedly proved an attraction to children to attend school.

Nine hundred and forty schools had vegetable gardens and gardening where land is available is part of the school curriculum.

School libraries were improved generally during the year, but they are still far behind the 1941 position both in popularity and in numbers of books. The most popular publication available was the daily newspaper printed in Jawi (Malay script).

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A bulldozer at work on an oil palm plantation, Serdang.

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East Coast fishermen.

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By the end of 1947 almost every Government Malay school had a committee from its village, generally consisting of the pupils' parents, under the chairmanship of the " penghulu " (headman) or " ketua kampong " (village elder). These committees, which were formed to look after pupils' interests, encourages attendance, organised sports days, raised money and obtained transport for school functions and generally formed a useful link between the school and the village.

The increased enrolment necessitated an increase in staff which had inevitably to be met by probationers—boys who have passed Standard V or VI. These probationers, numbering 885, formed 21 per cent. of the total staff. The number of probationers in 1946 was 701, forming 17.5 per cent. of the total number of teachers.

Perhaps the most encouraging feature of Malay school life was the growing interest which parents displayed in the schools, which is a happy augury for the future in view of the anticipated constitutional development of the country.

Malay Vernacular Schools—Girls.

During 1947 large numbers of Malay girls continued to press for admission to schools.

At the end of the year the *number of girls* attending Malay schools was 53,414. Of this number, 35,480 girls were attending boys' schools, although co-education is not the official policy of the Department of Education. The number of girls in boys' schools was 24 per cent. of the total enrolment of those schools ; and if there were room for them, there is no doubt that still more girls would attend.

As in the Malay boys' schools, education is free. The school hours and terms are the same and the course normally lasts for five years, though in 1947 an increasing number of schools had a six-year course.

The curriculum was similar to that in the boys' schools, with needlework in place of basketry.

Needlework, craft-work and domestic science naturally played a large part in the work of girls' schools, and of girls in boys' schools.

Cookery and laundry work were taught in most girls' schools and in mixed schools where there was a large enough enrolment in the top standards and a woman teacher.

The Standard V examination was taken by girls in all schools, and 259 passed, a percentage of 68.6. Of the 65 who took the Standard VI examination, 43 passed.

The number of teachers was 804, and of these a few taught in boys' schools. The number of trained teachers was 100, of untrained teachers 435, and of pupil teachers 269.

Chinese Vernacular Schools—Mixed.

Chinese schools exclusively for girls are few in number. There were, in the Malayan Union, 29 girls' schools, but as they nearly all admit boys in the lower standards they are, like most Chinese schools, strictly speaking mixed schools. The few Convent schools are perhaps the only ones which admit no boys. The total number

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of girls attending school in 1947 was 54,937 as against 138,403 boys, giving a ratio of one girl to 2.5 boys.

The enrolment of pupils of Chinese schools increased from 172,000 in November, 1946, to a maximum of 201,500 in May, 1947, and thereafter, following the usual end-of-year tendency, dropped to 193,340 in November, 1947, the month during which statistics were collected. The November enrolment represents 10 per cent. of the total Chinese population in the Malayan Union.

Complete census details are not yet available, but it is estimated that 55 per cent. of all Chinese children between the ages of six and twelve attend Chinese vernacular schools. In addition approximately 10 per cent. attend English schools, giving an over-all enrolment of 65 per cent. of the children of this school-going age. The remaining 35 per cent., who do not attend, appear to be mainly girls as in Chinese schools there are 2.5 times as many boys as girls. The number of boys at Chinese vernacular schools is estimated to be approximately 75 per cent. of the total male population between six and twelve.

The grant-in-aid system which was, before the war, restricted to the former Federated Malay States and the Settlements of Penang and Malacca, was extended in 1946 to all States in the country, so that in 1947 the benefits of a Government grant were made available to schools throughout the Federation. The total number of aided schools in 1947 was 20 per cent. more than in 1946 and 77 per cent. of all pupils in Chinese vernacular schools were in aided schools. This extension of the grants was welcomed by the Chinese public, who are always keenly interested in the progress of their schools.

There were determined efforts in all regions to continue the work of rehabilitation started in 1945 after the Liberation, and encouraging progress was made. Government rehabilitation grants amounted to $500,000 during the year (making a total of $1,000,000 since the Liberation) and, through the usual generosity of Chinese merchants and other subscribers, many schools built additional classrooms. The number of day schools in 1946 was 906 : in November, 1947, there were 1,224.

There are four main types of schools : Government schools ; those managed by properly constituted committees ; mission schools ; private schools run by teachers for their own profit.

There were at the end of 1947, two Government primary vernacular schools, 1,119 committee controlled (Public) schools with 171,473 pupils, 38 Mission schools with 5,056 pupils, 50 private schools and 15 " old style " schools with enrolments of 4,710 and 746 respectively. In addition there were 167 night schools with 10,821 pupils, giving a grand total of 193,340 pupils of whom 138,403 were boys and 54,937 girls.

Government assistance to Chinese vernacular schools is by a system of grants-in-aid. Grants-in-aid are awarded to schools according to the grade at which they are assessed on inspection. The rates for primary schools are : Grade I, $10 (£1 3*s.* 4*d.*) ; Grade II, $7 (16*s.* 4*d.*) ; Grade III, $5 (11*s.* 8*d.*) per year per head of average attendance. The rates for middle schools are $18 (£2 2*s.*) and $12 (£1 8*s.*) and for normal schools $25 (£3). The grants are usually

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paid half-yearly. Of the 1,224 day schools 611 primary, secondary and normal schools received grants-in-aid amounting to $890,140 for the period 1st July, 1946 to 30th June, 1947.

With the increase in enrolment, which was 75 per cent. above the 1941 figure and 11 per cent. above the 1946 figure, existing accommodation was taxed to the utmost and, as an expedient, in many cases one building was used for two schools, one school meeting in the morning and the other meeting in the afternoon.

Fees were generally double the pre-war rates. The highest recorded fee for primary schools was $5 (11*s.* 8*d.*) per month and for middle schools $8 (18*s.* 8*d.*) per month. The number of pupils receiving free education varied in different States, but in general, the number of free pupils was about five per cent. of the total enrolment.

In 1946 there were 4,513 teachers giving a pupil-teacher ratio of 37. In 1947 the number increased to 5,293 but as there was a corresponding increase in the enrolment the pupil-teacher ratio remained unchanged. Before the war the pupil-teacher ratio was approximately 24. It is clear, therefore, that more teachers are required and, to give a pupil-teacher ratio of 30, a further 20 per cent. representing about a thousand teachers, will be required.

Many of the Chinese text-books in use in schools require improvement. Most of them are published in China and require more local colour and other alterations. To this end a Chinese Education Technical Advisory Committee recommended changes so as to make the books suitable for use in Malaya. Already some of these revised text-books are available.

Indian Vernacular Schools—Boys.

There are three main types of Indian vernacular schools: the Government school, controlled, staffed and managed by the Government on lines similar to those of the Malay school; the committee school, which is a non-government school conducted by a local managing committee or mission, but in nearly all cases fully aided by the Government; and the Estate school, a school conducted for the children of the labourers on plantations, under the control of estate management but, in nearly all cases, except for its buildings, entirely maintained by Government grants. By the provisions of the Labour Code, all estates with a sufficient number of children of school-going age must maintain schools; in consequence, the third type of school is by far the most numerous.

The maximum enrolment of pupils during the year was 36,621 and the enrolment at the end of the year was 35,378 (of whom 21,733 were boys and 13,645 girls) as compared with the enrolment of 33,466 at the end of 1946.

The grand total of schools of all types was 843 as against 724 in November, 1946, the estates schools alone having increased in number by 101.

For Indian education in Malaya the year under review was certainly the most important in its history. As from January 1st, the Government assumed responsibility for the payment of the salaries of the teachers and for the running expenses of all Tamil schools. This took the form of a grant-in-aid which comprised,

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firstly, the salaries of the teachers, graded similarly to the salary schemes as laid down for the Malay teachers (and to which were added, in addition, the usual cost-of-living allowances), and secondly, funds to purchase all the necessary school equipment. Furthermore, as a special post-war measure, a completely new supply of furniture was granted : the managements either constructed this for themselves according to the specifications and within the rates approved for the purpose or, if they preferred, obtained it through the Department of Education.

During the year, therefore, nearly every Tamil school was completely equipped from blackboards and tables down to the smallest articles of stationery, affording a great contrast to previous conditions. The sum of $49,498.09 was spent on books, stationery, slates, maps and pictures ; approximately $562,954.40 on desks, benches, teachers' tables and chairs, blackboards and cupboards ; $84,149.75 on rehabilitation and general improvements.

The principal subjects in the curriculum were reading, writing, composition, arithmetic, geography, hygiene, physical training and gardening. Very fair progress was made in most of these subjects, the percentage of examination passes being well over sixty per cent.

Annual examinations of Standards One to Six were carried out during the last quarter by the Inspectorate and by the teachers themselves. In the previous year as a result of the Japanese occupation about 75 per cent. of the total enrolments were pupils of the First Standard. Many of them were several years over-age. By the end of 1947 the position was reverting to normal.

A departmental Standard Seven Examination was conducted centrally and of the 285 candidates who appeared 137 passed the examination.

Although the staffing of Indian schools occasionally caused difficulties it was, on the whole, better than had been expected. The number of teachers employed rose from 946 in the previous year to 1,152, of whom 236 were trained and 916 were untrained. Of the latter, 396 were undergoing training.

Indian Vernacular Schools—Girls.

There were only four Indian girls' schools in the Federation of Malaya. These were all mission schools of the Roman Catholic Order of the Dames de St. Maur, four in number, at Penang, Taiping, Ipoh and Kuala Lumpur. Nearly all the other schools are mixed.

The number of Indian girls attending vernacular schools was 13,645, i.e., 38.5 per cent. of the total enrolment.

Out of the 1,152 teachers employed in all types of Indian schools only 127 were women. The shortage of women teachers made the provision of separate girls' schools difficult.

Secondary Education—Boys.

English schools, i.e., those in which English is the medium of instruction in all subjects, are almost the only schools that can be regarded as providing a secondary education. There are, however, one or two Chinese schools that are secondary in nature and that have secondary classes.

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The English schools are preparatory ("feeder") schools for secondary schools or they are secondary schools with primary departments or they are purely secondary schools. Of the last class there were four in 1947. A primary school or department consists of the two primary classes and Standard I. A middle school or department consists of Standards II to V inclusive, a secondary school or department consists of Standard VI upwards.

Attendance at English schools is not compulsory. Pupils are normally admitted, irrespective of race or class, when they are 6+ years of age. They reach the School Certificate class when they are from 16 to 18 years old. The ages by standards in 1947, however, reflect the effects of the lost four years of education on the age range of the pupils. Not until about 1955 can standards and ages in schools become normal.

The school fees payable in monthly instalments remained at $30 (£3 10*s*.) a year for the first eight years for boys and girls and thereafter (in Standard VII and above) $48 (£5 12*s*.).

The arrangement regarding free places for Malay pupils was briefly as follows. If they passed Standard IV (or in some centres Standard III) in the vernacular school at an age enabling them to enter the English school before the age of 11 they were accepted as free scholars or given scholarships covering the fees. Some, in addition, were given more valuable scholarships of $8 to $10 a month (£11 4*s*. to £13 10*s*. a year).

Before the war, free education to children of races other than Malay was granted in necessitous cases (except that in the former Federated Malay States, as a measure of economy, no new remissions had been granted from 1936 onwards). A new schedule for the remission of school fees in English schools was introduced in 1946 and continued with certain additional concessions, in 1947.

The number of pupils in Government and Aided boys' schools enjoying free places or scholarships was 11,079. The percentage of boys receiving free education or holding scholarships was 38.6.

The increase in the number of pupils receiving an English education is noteworthy. In 1941 there were about 32,000 pupils. In 1947 the number was 52,900. The increase as far as the Government and Aided schools were concerned (an increase from about 20,000 to almost 39,000) was made without the provision of any additional accomodation. These figures indicate how crammed and cramped the schools are and the tremendous strain involved in providing sufficient teachers.

There was an increase over the 1946 figures of eight schools and 7,933 pupils.

Pupils in English schools come from all parts of the world and there may be as many as seven or eight different mother tongues in the normal enrolment of the different primary classes. The percentage of the total enrolment by nationalities in 1947 was Malays 20.7 per cent., Chinese 49.3 per cent., Indians 24.5 per cent., Europeans and Eurasians 3.2 per cent. and others .4 per cent.

The curriculum followed in English schools was in general in accordance with the suggested syllabus in the Education Code, and as a result of the influx of school text-books during the year there was

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a very marked improvement in the standard of work achieved. The subjects requiring specialist apparatus, however, such as science and geography still suffered owing to the lack of suitable maps and science equipment.

Science in spite of a universal shortage of scientific apparatus and equipment, was taught in 30 English schools (Government and Aided) to 161 science classes comprising a total of 5,030 pupils (540 of whom were girls). The policy in these schools was to teach *some* science (even under conditions of extreme difficulty) rather than to allow pupils to leave school and face the world knowing nothing of this vitally important subject.

Physical training was included in the time-table for all schools and under the direction of the Superintendent of Physical Education, considerable improvement was made.

Libraries generally were still short of reading material and many books ordered in 1946 had not been received at the end of 1947.

During the year a library of film-strips was opened at headquarters in Kuala Lumpur under the charge of the Examinations Secretary. The library by the end of the year consisted of 500 film-strips of general educational interest.

Literary and debating societies continued to thrive and provided recreational practice in oral English and self-expression. Practically all the 1941 school magazines were published during the year.

The number of teachers at the end of the school year in Government and Aided boys' schools was 1,329, 1,185 being men and 144 women. The average number of students per teacher was 29.1. In 1946 the number was 28.5 and in 1938 it was 26.

Malay College.

The Malay College, Kuala Kangsar, is an entirely residential school, controlled by a Board of Governors. It is for Malay youths who have passed Standard III or IV in a Malay vernacular school. Pupils are selected by committees in each State and Settlement and their normal age at entry is 10.

The College opened for the first time since December, 1941, on January 30th, 1947, with an enrolment of 199 pupils. The curriculum followed differs slightly from that of most other English schools in that the main object of the school is to fit the boys for administrative posts.

Private English Schools.

At the end of the year there were 97 Private (i.e., non-aided) English schools with an enrolment of 14,169 pupils of both sexes, who were instructed by 435 teachers of whom a very small proportion were graduates or trained teachers. The fees in most of these schools were the same as in Government and Aided schools but a few charge fees at a slightly higher rate.

Secondary Education—Girls.

Most girls' English schools are self-contained, having primary, middle and secondary departments. There are, however, ten schools with only primary and middle departments. In general, the schools are organized along the same lines as the boys' schools.

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Of the seven Government English schools one is a new school, the Malay Girls' College in Kuala Lumpur, which was opened on October 16th, 1947, to provide a residential school for Malay girls. Entry is by selection and up to 50 per cent. of the pupils are aided by scholarships if necessary. There are forty girls in the school, drawn from all parts of the Peninsula and from all classes of society. The College was formally opened by Lady Gent on Saturday, November 1st.

There were also fifteen Government English schools for boys and four boys' aided schools which continued to admit girls in districts where there were no girls' schools.

The total enrolment of girls in Government and Aided schools including girls in boys' schools (2,014) was 19,915.

The races in English girls' schools were as follows.—Europeans and Eurasians 6.9 per cent., Malays 8.9 per cent., Chinese 57.5 per cent., Indian 23.8 per cent. and others 2.8 per cent.

The school fees payable in monthly instalments are $30 (£3 10*s.*) a year for the first eight years and thereafter in Standard VII and above $48 (£5 12*s.*).

The curriculum showed some improvement in 1947. All schools accomplished some sewing and many of them started domestic science in a small way.

At the end of the school year the number of teachers in girls' schools was 572. Nine of this number were men owing to exigencies of staffing. The number of pupils to a teacher (including heads of schools) was 31.3 ; the corresponding figure for 1946 was 30.7.

Commercial Education.

There were by the end of the year three commercial schools in the Federation—at Penang, Ipoh and Kuala Lumpur.

Admissions to these three schools were restricted to School Certificate holders and those who in the previous December sat for the School Certificate Examination. The schools prepare pupils for the London Chamber of Commerce November examinations in the eight subjects of commercial arithmetic, book-keeping, elements of commerce, English, commercial geography, handwriting, shorthand and typewriting.

Junior Technical (Trade) Schools.

There were five junior technical (trade) schools, namely at Penang, Ipoh, Kuala Lumpur and Johore, with a total of 198 pupils.

Technifactory, Kuala Lumpur.

This school adjoins the Trade School and was opened in January, 1947. The Technifactory and the other junior technical (trade) schools have mutually benefitted from proximity, e.g., with orders where both metal and wood work were required.

UNIVERSITY AND COLLEGIATE (POST-SECONDARY EDUCATION).

Arts and Science.

The most advanced educational institutions in Malaya are the King Edward VII College of Medicine, Singapore (which is a government institution but not connected with the Department of Education) and Raffles College, Singapore.

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Raffles College is an autonomous College not forming in any way a part of the Department of Education but governed by a Council and Senate. The College provides three-year courses in English, History, Geography, Economics, Mathematics, Physics and Chemistry and awards Diplomas in Arts and Science.

The number of students from the Malayan Union attending the College in the Michaelmas Term 1947 was 132, of whom 17 were women.

Vocational.

The Technical College, Kuala Lumpur, is a Government institution under the Department of Education, which provides a three-year course of study in Civil, Mechanical, Electrical and Telecommunications Engineering, and trains students for the posts of Technical Assistants in the Public Works, Survey, Railway, Electrical, Telecommunications and other Departments. The conditions governing admission are a good Cambridge School Certificate with credits in English and Mathematics and, if possible, in Science.

At the end of 1947 there were 187 students training under a staff of 18.

The College of Agriculture at Serdang, which was first opened in 1931, was formally declared of College status by His Excellency the Governor on 3rd May, 1947. It is under the direction of the Department of Agriculture with the assistance of an Advisory Council comprising both official and non-official members.

The College provides two separate courses, a one-year course in which the medium of instruction is Malay for pupils who have passed Standard V in a Malay vernacular or English school, and a two/three year course for students who have passed the School Certificate.

The Government provided 20 major and 20 minor agricultural scholarships in 1947. There were in 1947, 29 first year students and 33 students taking a one-year course.

The Forest School at Kepong opened its first post-war full course on the 1st April with a class of 25 students drawn from serving members in all States in the Malayan Union, and from North Borneo. The course covered a period of nine months, the subjects taught being Silviculture and Forest Management, Forest Mensuration, Elementary Geometry and Surveying, Botany and the Identification of Malayan Trees and Timbers, Forest Engineering and Forest Law.

Overseas Higher Education and Scholarships.

Approximately 241 Malayan students from the Malayan Union were studying overseas during the year. Of these 62 were scholars and 179 were private students.

Queen's Fellowships and Scholarships.

In 1947 two pre-war Queen's Scholars who had left Malaya before the outbreak of the Japanese war were still in England. Of the five pre-war Fellowship and Scholarship holders who were unable to leave the country before the outbreak of the Japanese war,

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Chinese miners of the Raub Gold Mine, Pahang.

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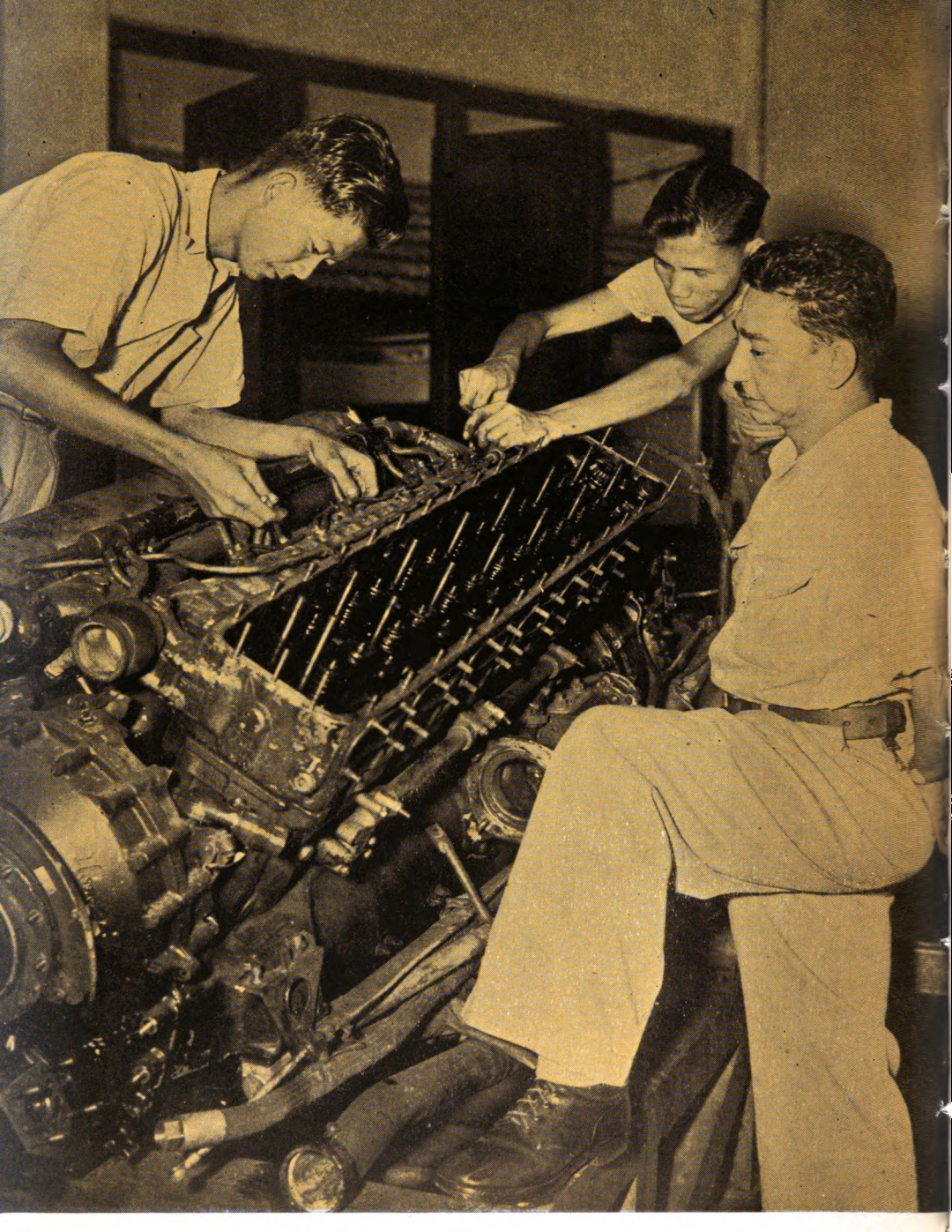

Two students of the Junior Technical (Trade) School, Penang, are seen at work on an aero engine while their instructor H.H. Peterson looks on.

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four and a Queens' Scholar left for the United Kingdom during the year. The remaining pre-war Queen's Scholar was advised, on medical grounds, to defer his Scholarship until 1948.

In view of the fact that no scholarships had been awarded since 1941, it was decided to award in 1947 Queen's Fellowships and Scholarships for 1946 as well as for 1947. The scholarships for 1946 were restricted to graduates of the College of Medicine in January, 1942, and December, 1946, and graduates of Raffles College in December, 1946 (including holders of the Raffles College War Diploma). The scholarships for 1947 were restricted in the normal way to graduates of these two Colleges in June, 1947.

The value of each of the two scholarships and the Fellowship to be awarded annually may be £500 for the first year and £400 for each succeeding year. The Queen's Scholarships are ordinarily awarded for a period of three years and the post-graduate Fellowships for two years, one of the Scholarships in each year being a reserved Scholarship for Malays and the Fellowship a reserved Fellowship in every alternate year.

The Johore Sultan Ibrahim Studentship instituted in 1936 is restricted to subjects of His Highness the Sultan of Johore. One studentship holder was in the United Kingdom in 1947 and two were studying in Australia.

Only one Kedah scholar was overseas in 1947. Two further awards were made by the Kedah Government towards the end of the year.

Another Kedah student was awarded an UMNO scholarship by UMNO (United Malay National Organization) during the year and is now at the University of London reading Malay for an honours degree.

Colonial Development and Welfare Scholarships.

Under the Colonial Development and Welfare Act of 1945, £1,000,000 was set aside over a period of ten years to provide scholarships to the United Kingdom and elsewhere for men and women either within the subordinate grades of the Colonial public service or not yet appointed to the service but who were likely to qualify for these higher grades.

In 1947 a total of seven awards were made to candidates in the Federation of Malaya, of whom six were placed at Universities or Colleges in the United Kingdom and one hopes to go to an Australian University.

Nuffield Foundation Scholarships.

The Nuffield Foundation Scholarships were first awarded in 1945 as a result of a grant of £10,000 per annum for three years by the Trustees of the Nuffield Foundation. The Scholarships, normally of three years' duration, were intended to enable promising officers of Dominion or Colonial origin in the subordinate ranks of the Colonial Service to qualify for promotion to the higher grades of the Service and in particular to those branches for which candidates require qualifications in medicine or in the sciences associated with biological studies.

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Owing to the war no entries from the Federation of Malaya could be accepted for the awards for 1945-46 and 1946-47, but for 1947-48 two awards were made.

Colonial Social Welfare Scholarships.

The Colonial Office offers a limited number of scholarships to the Malayan Union to enable students to take the two years Colonial Social Science Course for Welfare Officers at the University of London School of Economics. In 1946 three candidates were selected for this course by the Malayan Union Central Welfare Council and in 1947 completed their first year of the course.

In 1947 two scholarships were awarded. Both scholars reached the United Kingdom for the beginning of the academic year in October.

The scholars will be attached to the Department of Social Welfare on their return from the United Kingdom after the completion of their courses.

British Council Scholarships.

Two British Council Scholarships were awarded to candidates from the Malayan Union in 1947. British Council Scholarships, if awarded in full, are of the value of £350 for one academic year of ten months and are primarily intended for men and women of graduate or equivalent status, preferably between 25 and 35 years of age.

The British Council sponsored in addition three " Visitors to Britain " who were away in the United Kingdom for four months.

Two British Council Scholarships were also awarded for the first time to two Girl Guiders to visit England for a three months intensive course in Guiding.

Miscellaneous (Overseas) Scholarships.

Five miscellaneous scholarships were awarded on special grounds in 1941, 1945 and 1946. The holders of two of these scholarships are taking courses in electrical engineering (Loughborough College) and two of them are reading for the bar. The fifth is taking the two-year course for welfare officers at the University of London School of Economics.

Training of Teachers—Men.

Teachers in Malay Vernacular Schools.

The Sultan Idris Training College received its name from Paduka Sri Sultan Idris Mershid al-Aazam Shah ibni al-Marhum Bendahara Iskandar, G.C.M.G., G.C.V.O., who reigned in the State of Perak from 1887-1916. Previous to the foundation of the present Training College in 1922 there were two small training colleges for Malay teachers, one at Malacca and one at Matang in Perak.

There were 401 students in residence on 1st January, 1947. Of these students, four who originally entered in 1939 and 108 who entered in 1940 were due to sit for the College Final Examination in January, 1948.

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The Sultan Idris Training College provides the highest course in Malay education that can be obtained in the Peninsula. The three-year course includes formal professional training in the practice and theory of teaching and also further education in the Malay language and literature, Malay history, geography, elementary mathematics, hygiene, physical training, gardening, art basketry and religious knowledge.

Amongst the most important work done by the College during the year was the holding of Refresher Courses for past students of the College. Each Course lasted for a week and was attended by 30 graduates. Four courses were held in all.

Teachers' Associations continued to flourish and some of them opened scholarship funds to assist poor pupils at English schools, and to purchase school materials for poor pupils at Malay schools. The Union of Malay Teachers' Associations Malay Peninsula, raised several very interesting questions during the year including a very ambitious revision of the Malay school curriculum.

Teachers in Chinese Vernacular Schools.

It was in past years customary for students who wished to qualify as teachers to take a normal course which was, in actual fact, little more than the Junior Middle course with a modicum of time for professional subjects. The course has now been abolished and has been replaced by the Government Teachers' Training Course.

Teacher training classes were opened in Penang, Perak, Selangor, and Negri Sembilan with a total enrolment of 110 men and 97 women. All students attending these classes were teachers in Chinese schools and at the end of the two year course, on passing the Government examination, they will be fully qualified. It is proposed to extend these classes in 1948 to other States.

With the exceptions of Pahang and Trengganu, there were Teachers' Associations in all States.

Teachers in Indian Vernacular Schools.

The two-year training course for Tamil teachers was conducted throughout the year at ten centres : Kedah, Johore Bahru, Segamat, Bukit Mertajam, Telok Anson, Ipoh, Seremban, Malacca, Kuala Lumpur and Klang. Each of these centres had a First Year Class with a total of 308 students and at Telok Anson, Ipoh, Kuala Lumpur and Klang there was also a Second Year or Final Class. Forty-seven students were successful in their final examination and on completion of two years' successful teaching experience will receive certificates as trained teachers.

Teachers' Associations, which existed in all regions except Pahang, Kelantan and Trengganu, were moderately active during the year.

Teachers in English Schools.

In normal times locally appointed teachers are recruited from two sources : Men and women graduates of Raffles College for Middle and Secondary departments, and women teachers only who have completed the third year Normal Class (Primary).

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Normally Raffles College, with the co-operation of the Department of Education, Singapore, conducts a year's course in the theory and practice of teaching for Raffles College graduates who elect to enter the teaching profession. It was not possible to arrange this post-graduate course in 1947, consequently the graduates of Raffles College who wished to become teachers entered the Third Year Normal Class for their professional training. Eleven graduates were appointed to schools during 1947.

The Normal Class course is a course of three years in the theory and practice of teaching and in English (including Oral English) conducted in 1947 in local centres throughout the Union. Normal students stationed where no normal classes were available were taught by correspondence.

Before the war these classes admitted women only and were designed to train only primary teachers. Owing to post-war conditions with the increased and increasing enrolment, however, the majority of students were men, and the classes train teachers for the Middle as well as the Primary departments of schools.

The Malayan Teachers' Federation with its constituent Teachers' Associations continued throughout the year to take an active interest in all matters directly or indirectly affecting the status, the professional duties or the privileges of teachers. Later in the year, the Malayan Teachers' Union was founded with the various Teachers' Unions in the Federation and the Singapore Teachers' Union as constituent members. The Teachers' Unions showed great vitality and had full programmes providing for a variety of social, professional, athletic and cultural interests.

Training of Teachers—Women.

The locally recruited teachers for girls' schools gain their qualifications and receive their training in the same way as those for the boys' schools. Arrangements for a special residential Training College for women teachers in Indian schools was under consideration at the end of the year.

Malay Women's Training College, Malacca.

The Malay Women's Training College was first opened in 1934, in part of the old hospital buildings in Malacca. In 1937, a new building was erected and a practising school with a house for the head teacher was built in the grounds.

The last of the pre-war students completed their training before August, 1947, after which 29 new students were admitted. There were 29 students in the second year and three supervisors in training. It should be noted that the college course is for three years.

Moral and Religious Instruction.

Religious instruction was given in the English schools managed by the Missions outside the hours of secular instruction. It was not given in Government schools.

In Government schools generally, moral instruction was mainly indirect. In the English schools, for example, headmasters influence school public opinion through the school prefects. The prefect system is in force in all English schools.

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In Malay schools as a rule the Religious Department conducted religious classes. In some of the States religious instruction was included in the school time-table.

In Chinese schools moral instruction was both direct and indirect. Weekly lectures were given in many schools to the assembled pupils. They were given advice on how to be worthy pupils of their school and how to become worthy citizens of Malaya. Respect for their parents and good behaviour towards their fellow students were held up as essential virtues. Direct moral instruction was also given in the civics lesson and received emphasis from posters and weekly slogans prominently displayed in the school. Since the time of Confucius, moral instruction has formed an important part of Chinese education and great emphasis has always been placed on it. Indirect instruction was given through reading and games in all schools and through Scouting and Guiding in a few schools.

Co-operation with School Managements.

Most of the aided English schools are conducted by Missions—the Christian Brothers, the Methodist Mission of America, the Dames de St. Maur, the Church of England, the Canossian Institute, and the Plymouth Brethren. The Government meets the difference between the school fees and the approved expenditure of these aided schools ; it also contributes at approved rates to the Provident Fund for lay teachers. The Education Code lays down that the Government may award a grant for approved capital expenditure not exceeding one-half the cost. The Missions throughout the year made their usual whole-hearted contribution to the work of education.

Adult Education.

The Education Department conducted classes in several States and in both Settlements mainly for men and women already employed and anxious to obtain better education or higher qualifications. Commercial subjects were taught in Penang, Johore Bahru, Kota Bharu, Kuala Lumpur, Malacca, Muar, Kluang and Segamat in particular, where pupils aimed at one of the London Chamber of Commerce Examinations. Classes in English of various grades were also held and a number were also held in Mathematics, Engineering, Economics, Drama and Art.

Various associations, trade unions and clubs also conducted classes for adults on a limited scale, but there is as yet no organization to correspond to the Workers' Educational Association of Britain. It is possible that the newly formed Teachers Unions may eventually be able to provide assistance for the formation of such a very necessary body.

A very considerable part of the activities of the Department of Public Relations falls within the general classification of Adult Education in the widest sense, particularly in the rural areas of the country, where adult literacy is less than 40 per cent. and in some States as low as 15 per cent.

Field officers of the Department travelling with mobile Public Address Units addressed more than two million people during the year in vernacular languages on a wide range of subjects, which included the proposed new Federal Constitution, explanations of

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recent legislation, matters related to public health, agriculture, child welfare, nutrition, law and order, and local affairs of public interest.

More than one and a half million persons, mainly in rural areas, saw educational films shown by Public Relations Mobile Units and heard commentaries on them given in Malay, Chinese, Tamil or English. Most of such films were provided by the Central Office of Information, London, but films were also supplied by the Governments of Canada, Australia and India through their Malayan Information Officers and by the United States Information Service.

The coloured cartoons provided by the United States Information Service on such subjects as Malaria, Rural Sanitation, Hookworm, and the like proved exceedingly popular and valuable for rural audiences. It is of interest that in Kelantan local Malay village leaders voluntarily provided prizes to their people for the best latrines constructed on the lines of those shown in one of such films.

Towards the end of the year the Malayan Film Unit was in a position to produce locally made films in local languages. Such films are extraordinarily popular and the potentialities of the Unit in the field of Adult Instruction and Education are very great indeed.

Simple educational booklets and pamphlets in vernacular languages were also produced by the Public Relations Department in conjunction with the Departments concerned and distributed widely. They dealt with such subjects as the Federation of Malaya, Trades Union Organization, Public Health, Grow More Food, Census, etc., 785,625 copies were distributed in 1947 together with 143,256 copies English language publications provided to the Department of Public Relations by the Central Office of Information, London.

The Information Centres established in some thirty-nine towns and villages visited by some 10,000 persons daily are also of some interest in the field of Adult Education.

Chapter VII.

(Section 2.)

HEALTH.

Good progress was made in the restoration of the Medical and Health services during the year despite shortages of trained staff and of equipment. This progress is reflected in improved standards of health generally as compared with 1946, but the position is still far from satisfactory and the effects of the years of the Japanese occupation far from being removed.

Public Health.

In the municipalities of Georgetown, Penang and Malacca, anti-malarial work, conservancy and other health services are carried out by the Municipal Health Departments. In other towns these

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measures are under the control of Town Boards which function under the chairmanship of administrative officers advised by Government Health Officers.

The main anti-malarial measures in towns are those involving sub-soil drainage which are permanent works. Oiling of drains and ditches and spraying with DDT are classified as temporary works. Considerable improvement in permanent anti-malaria work has been effected during 1947 but much remains to be done before prewar standards are reached.

Modern sanitation by means of septic tanks exists in the more modern buildings of most of the large towns. But the main means of disposal of nightsoil is still the highly insanitary bucket system with disposal by trenching. The time is overdue for a water carriage system in all the large towns.

Refuse is disposed of by incineration and by controlled tipping.

All large towns have piped water supplies. Considerable progress has been made in restoring prewar standards though, in some places, lack of material for replacement has prevented complete restoration. The supply in rural areas is from wells usually of the shallow type.

Licensed premises such as bakeries, eating shops, boarding houses, etc., were visited by inspectors of the Health Department throughout the year. The large number of insanitary houses erected in urban areas during the occupation presents a considerable problem. Immediate wholesale demolition is not practicable as there is no alternative accommodation available.

Health on Estates.

Much progress has been made during the year in health measures for estates. Lines have been rehabilitated and, with the return of estate doctors, conditions are beginning to approach prewar standards, but the shortage of Government Health Officers has prevented the regular visits of inspection carried out by the Medical Department before the war. The general health of estate labourers has undoubtedly improved, as has the problem of malaria. Many estates have given up or reduced oiling as an anti-malaria measure and are relying more and more on prophylactic atebrin or paludrine.

Seventy-nine thousand three hundred and seventy-five persons were treated on estates as compared with 54,990 in 1946.

Health on Mines.

Mines have not been visited by the Health Department but the Provision Relating to the Health of Assistants and Labourers contained in Part IX of the Labour Code, Cap. 154, has been applied to mines in Perak. The effect of this is to put mines on the same legal footing as estates. It appears that the application of Part IX of the Labour Code could be extended to all mines with advantage.

Health on Railways.

Health and Medical work on the Malayan Railway is under the charge of a medical officer seconded from the Medical Service. His staff consists of 13 dressers, three health inspectors, several anti-malarial inspectors and a labour force of about 100. The main activities of this officer are concerned with general public health

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and medical care of the Railway staff and with anti-malarial work. The method of prevention of malaria in stations and gang lines is by oiling and DDT spraying.

Nine Railway dispensaries functioned during the year and two additional dispensaries were opened at construction points. Dressers in charge of dispensaries paid regular visits to every gang line in their areas. Twenty-eight thousand, four hundred and seventy-one attendances at dispensaries by the Railway staff and 10,604 attendances by their dependants were recorded. Classes in First Aid based on the St. John Ambulance handbook were held. First Aid boxes and First Aid hampers are available on trains, at stations and in workshops.

School Hygiene.

Shortage of staff imposed severe limitation on the amount of work which could be undertaken by the Medical Department. Regular visits were impossible, though 709 schools were visited as compared with 500 in 1946.

Forty-six thousand two hundred and fifty-four school children were examined. 20.9 per cent. were found to be suffering from dental diseases, 14.9 per cent. from skin disease, 1.2 per cent. from eye defects, 6.7 per cent. had enlarged spleens and 1.2 per cent. pediculus. One hundred and two thousand, two hundred and fifty-five attendances of school children were recorded at the Dental Clinics.

The school feeding scheme was continued throughout the year, the supplementary food being given in the form of milk. There is no doubt but that there has been a considerable improvement generally in the health of children, though the effects of the occupation period have not yet been fully overcome.

Control of Preparation and Sale of Food.

Routine inspection of all premises where food is prepared for sale was carried out. Applications for new licences for these premises were referred to the Health Department before being issued.

Stricter licensing of hawkers was gradually introduced during the year, but there are still far too many hawkers. The prewar examination of hawkers for typhoid carriers was reintroduced as far as possible, but control of hawkers, while improving, is still far from satisfactory.

Health at Ports.

Quarantine for the Malayan Union is now concentrated at Penang and Port Swettenham is no longer in use as a Quarantine Station. Forty-two immigrant ships from India, 123 from China and two pilgrim ships arrived carrying a total of 69,641 deck passengers. A total of 19,804 immigrants were quarantined and 2,407 revaccinated. Three pilgrim ships left Penang carrying a total of 1,770 passengers. Difficulty has been experienced in dealing with deck passengers, many refusing to go to quarantine and producing vaccination certificates which were found to be not valid and, in some cases, though in possession of valid certificates, admitted they had not been vaccinated at all. A total number of 59,177

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The General Hospital,
Johore Bharu.

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Training School for Nurses,
Kuala Lumpur.

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cholera inoculations were given to meet the International Regulations for passengers proceeding ex Malaya.

Lack of suitable lighters for transporting passengers to the Quarantine Station caused considerable difficulties. The prewar lighters were destroyed during the war and not replaced.

No deratisation of ships or fumigation is carried out at Penang. This service is dealt with in Singapore.

Maternity and Child Welfare.

Midwives are trained in Government Hospitals. The trainees include nurses in Government service and women who propose to go into private practice. Malay girls are trained with a view to their taking up private practice in their own kampongs and receive a small salary and rations during training. They are paid in most States a small subsidy when they go into private practice to enable them to establish themselves. This system has not produced the results hoped for, as the kampong people, knowing the midwife receives a subsidy, will not pay her, with the result that she does not in fact become self-supporting. In certain States, such as Kelantan and Trengganu, a subsidy has never been paid and midwives do establish themselves. The prewar practice of subsidising midwives is to be reviewed. Midwives work under the general supervision of Lady Medical Officers and Health Matrons and Sisters.

Special maternity hospitals exist in Penang and Kuala Lumpur. In the latter case the hospital is Chinese and at present is run by Government owing to the lack of accommodation at the General Hospital, part of which is still in the hands of the Army. In addition there are maternity wards in all Government Hospitals. The total number of women admitted was 26,683 and the total number of deaths 340. This compares with 19,683 admissions with 189 deaths in 1946.

Child Welfare Centres exist in all the main towns. Lady Medical Officers and Health Sisters, of whom there were 8 and 16 respectively in 1947, made periodic visits to the surrounding districts on a weekly time-table. In the smaller towns and villages there are centres with a nurse and midwife in charge. Seventy Health Nurses were employed at the end of the year. The work consists in treating minor ailments, education in child welfare and ante-natal supervision. The number of attendances was 420,972 and over 200,235 mothers and children were visited in their homes.

Hospitals and Dispensaries.

Sixty-five General and District Hospitals are maintained by Government in addition to the special institutions for lepers, mental cases and infectious diseases. The total number of beds available was 13,403. The daily average number of patients was 10,431 and during the year 216,091 patients were treated.

Large modern hospitals exist at Penang, Malacca and Johore Bahru but the commonest type of hospital is the pavilion type. The large hospitals have a daily average of 400-600 patients whilst the typical district hospital has 150-250 patients.

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Hospital equipment has improved and buildings renovated but there are still many deficiencies due to delay in arrival of supplies. The number of cases of malaria treated was 26,174. Twenty-four thousand, three hundred and fifty-one surgical operations were performed. Twenty-seven thousand, one hundred and fifty-seven patients were treated for diseases and injuries of the eye and 1,590 operations performed. Thirty-two thousand, one hundred and fifteen patients were examined by X-rays and 5,045 patients treated in the X-ray and Electro-therapeutic Department.

Out-Patients.

All hospitals have out-patient departments supplemented by dispensaries in smaller towns and by travelling motor dispensaries operating on the main roads to a fixed schedule. A certain amount of travelling is done by river and by bicycle by dressers in charge of dispensaries. The total of attendances was 2,213,169. Seven hundred and eighty-nine thousand, seven hundred and sixty-seven of these attendances were at travelling dispensaries. These figures do not include attendances at V.D. Clinics or Infant Welfare Centres.

Dental Surgery.

The main work of the Dental service lies among school children. The number of attendances has increased as compared with 1946, having risen from 58,553 to 102,255. The number of fillings has increased from 11,048 to 32,434.

Birth Rate.

The birth rate based on the 1947 Census figure for the population of 4,902,678 was 43.2 per thousand as compared with the rate of 36.8 per thousand for 1946.

The total number of births registered was 210,815; an increase of 26,855 over 1946.

Deaths.

The total number of deaths registered was 95,145, which is 9,895 less than recorded in the previous year and gives a death rate per 1,000 of 19.5 as compared with 21.0 for 1946.

Out of a total of 95,145 deaths only 19,773 were certified by a qualified medical practitioner. The greatest single cause of death is fever which, together with those certified as malaria, accounts for 21,887 deaths.

Infantile Mortality.

Infant deaths under one year registered were 21,555, which is a mortality rate of 102 per thousand live births. Corresponding figure for 1946 was 16,877 deaths with a mortality rate of 92. The increase in infantile deaths and death rates is evident in nearly every State and among all races, but is most marked among Malays in Kelantan, Trengganu, Malacca and Perak.

The total number of maternal deaths in 1947 was 1,476 for 210,815 births—a rate of 7.00 per thousand.

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Special Diseases.

There was a marked diminution in the number of malaria cases during the year, the total number of cases treated in Government Hospitals being 26,174 with 1,041 deaths, as compared with 32,346 with 1,598 deaths in 1946.

The reduction is probably due to progress in rehabilitation of anti-malaria work generally, together with the wider appreciation by the public of drugs such as atebrin and paludrine and together with the increasing effectiveness of medical attention on estates. It must, however, be remembered that over a period of years malaria waxes and wanes. There have been years of very low incidence and of very high incidence in the past and this may occur again.

Tuberculosis.

Public interest in the tuberculosis problem has been considerable and a Tuberculosis Advisory Board was appointed by His Excellency the Governor to advise Government on the subject. Financial considerations and shortage of equipment have delayed the inauguration of several projects. Several States have unofficial committees for the collection of funds to supplement the work of the Medical Department. The Central Welfare Council is closely associated with this work and has given considerable financial assistance.

A specialist officer has been appointed and stationed in Malacca. Treatment by artificial pneumothorax has proved popular and is undoubtedly creating a faith in the population that the outlook for the patient is not so hopeless as it was felt to be in the past. There are indications that cases are trying to seek treatment earlier. Domiciliary schemes are under consideration and in all hospitals TB Clinics are available. But this does not go to the root of the trouble; so long as the present insanitary conditions and overcrowding of homes continue in the towns this disease will not be brought under reasonable control.

Smallpox.

Four thousand, four hundred and seventy-five cases occurred with 933 deaths. This is a carry over of the 1946 epidemic and is a legacy of the war and occupation period. The chief areas affected were Perak, Kedah, Selangor and Trengganu, with sporadic outbreaks in other States. There is no doubt that smuggling from Siam and Sumatra plays a considerable part in introducing and keeping the disease active. The total number of vaccinations was 2,016,474.

No cases of plague were reported and only two cases of cholera which originated in India.

Poliomyelitis.

The epidemic of 1946, during which 288 cases occurred with 20 deaths, had died down by 1947. Only 17 cases were reported during the year with four deaths.

Diphtheria and Cerebro-spinal Meningitis

are both notifiable diseases. Four hundred and five cases of diphtheria occurred with 124 deaths and 30 cases of the latter, with 17 deaths.

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Yaws.

Seventy-four thousand, one hundred and thirty-three cases were treated. This disease has definitely increased since the war as a result of the complete absence of treatment of any kind during the war years. Regular visits to kampong areas are now being paid and it is hoped to reduce the incidence of this disease to at least the level of pre-war years.

Enteric Fever

caused 178 deaths amongst the 837 cases which were reported in the Union during the year. This disease is endemic in Malaya and occurs sporadically throughout the country. There was no evidence to indicate that water supplies were at fault. The main factor is undoubtedly the food hawker, coupled with the medieval system of night soil disposal which prevails in all towns and villages.

Typhus.

Scrub-Typhus has received much attention during the year; for many new foci of infected countryside became apparent as a sequel of the Japanese occupation, due undoubtedly to the wider foraging of rats attracted by the spoils of new and patchy cultivation of food crops. In the Division of Pathology of the Institute for Medical Research, new strains of the casual organism were isolated; attempted immunization of populations at risk by the war-time cotton-rat lung vaccine was continued, with results that still await evaluation. The British Scrub-Typhus Field Research Unit, sponsored by the Colonial Medical Research Committee, is now well embarked on a comprehensive study of the natural transmission of the disease. In November, an enquiry was received from Washington as to the feasibility of field trials of a new anti-biotic drug by an Army Medical Research Unit; by the end of the year arrangements for this visit were well advanced.

Venereal Disease.

Treatment is available at all hospitals and out-patient clinics. A number of special clinics function in the larger centres of population. Twelve thousand, five hundred and thirteen patients were treated for syphilis, 6,579 for gonorrhoea and 1,991 for soft sore.

Nutrition.

The standard of nutrition judged by clinical data has improved during the year. The following are comparable figures for admission to hospital for Beri-beri: 1,396 in 1946 and 939 in 1947. Other conditions associated with malnutrition show a decrease:

	1946.	1947.
Anæmia	7,982 ..	6,063
Skin Ulcers	14,182 ..	7,273

The only condition which has not shown a considerable decrease is anaemia. This condition was commoner among Indians than among Chinese and Malays. An investigation into the nature of this anaemia was begun in 1946 and continued in 1947. A great proportion of the cases admitted to hospital for anaemia are due to macrocytic nutritional anaemia. A limited amount of folic

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acid was available and the few cases treated showed a dramatic response which, however, did not go to complete cure. Unfortunately, these investigations could not be completed owing to shortage of staff.

Malnutrition on the East Coast.

At the beginning of the year reports of severe malnutrition among the Malays of the East Coast were received. These reports were investigated and evidence of severe malnutrition found. A scheme for relief was instituted with considerable success, there being no further reports of distress during the monsoon period at the end of the year.

Field Investigation.

An economic dietary and clinical survey was carried out in the Malacca area. The intake of calories, protein, Vitamin A and riboflavin was found to be inadequate. Clinical and statistical information on morbidity and mortality rates supported the dietary findings. The economic survey revealed that in the poorest houses the diet cost \$7-\$8 per adult male per month and was 50-60 per cent. deficient in protein and calories. It did not approach minimum adequate levels until it cost \$15 per adult per month. The prevalent riboflavin and Vitamin A deficiencies were not related to cost but to dietary habits. A scheme for the alleviation of these conditions is now under consideration.

Feeding of School Children.

One hundred and thirty tons per month of skim milk powder were utilised. It is estimated that 237,000 out of a total school population of 480,000 receive $\frac{1}{3}$-$\frac{1}{2}$ pint per day of reconstituted skim milk. In addition each child receives two biscuits.

Nutrition Advisory Board.

A Nutrition Advisory Board was constituted during the year to consolidate the work of the various departments interested in nutritional problems.

Rice Milling.

The problem of the proper milling of rice occupied the attention of the Nutrition Board during the year. It was decided to conduct research into the milling of rice in order to produce a nutritionally sound rice acceptable to all races in Malaya.

Food Yeast.

In spite of a great deal of effort, food yeast is not popular in Malaya. Even when sold at 50 cents a lb. the public demand has been small. Some 20 tons a month are consumed, all of it in Government institutions. It is a difficult commodity to handle. It arrives in Malaya packed in gunny bags, full of weevils and often damp and has altogether a most uninviting appearance. Better packing might help to popularise it but the class of the population who most need it cannot afford to buy it.

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Diets in Institutions.

New diet scales have been adopted in Government and Estate hospitals.

Education.

Two booklets on nutrition were produced in four languages with the co-operation of the Department of Public Relations, one being a popular guide to the value of different foodstuffs and the other recipes for meals which could provide local substitutes for the usual rice meal. Both had a wide circulation.

Articles on nutrition were published in the Press and talks on the subject given by mobile Public Address Units of the Public Relations Department, who also publicised the subject in their vernacular publications. Scripts prepared for the above purpose were made available to probationer classes of the Department of Social Welfare and to teachers.

Special Institutions.

Leper Settlement, Sungei Buloh.

During the year the number of patients rose from 1,655 to 2,040 which is about the capacity of the Settlement. Details of the population of the Settlement are as follows :

Nationality.	Men.	Women.	Boys.	Girls.	Total.
Chinese	1,067	423	88	33	1,611
Indians	203	35	9	2	249
Malays	129	35	5	5	174
Others	12	2	—	1	15
Total ..	1,411	495	102	41	2,049

The main treatment given was by means of hydnocarpus oil. The results show definite improvement in many cases. Sulphetrone has been tried on a small number of cases. The results are promising and a supply of this drug has been ordered from the United Kingdom.

Some 1,474 cases required hospitalisation and at any time there are about 250 cases in the hospital. The commonest cause of admission is severe lepra reaction. There were 75 deaths in the Settlement. The principal causes of death apart from the leprosy factor were Pulmonary Tuberculosis 28 ; Anæmia 7 ; Scrub-Typhus 2. In three cases the cause of death was directly due to leprosy.

The general atmosphere of the Settlement has much improved during the year with the gradual effacement of the effects of the war.

Mental Hospitals.

The Central Mental Hospital deals with all mental cases in the Union, with the exception of 1st Class cases for which there is no accommodation. The Mental Hospital, Johore Bahru, is leased to the Army. At the end of 1947 the total number of patients was 1,624. During the year there were 1,864 admissions. The number of patients discharged was 990—455 were discharged recovered, 487 relieved and 48 improved. These figures compare with 1,465 admissions and 643 discharged in 1946.

In addition to insulin, therapy electric shock treatment was commenced in 1947.

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During the year three nurses and five Hospital Assistants were seconded from other hospitals for training in the care of mental cases.

Farms at Institutions.

The position as regards material equipment at Farms at Institutions improved considerably. Progress was made in clearing the areas which had gone back to jungle during occupation. The total number of farms is now 12 as compared with 16 before the war. One hundred and twenty acres were under cultivation. Improvements in the stock of pigs and cattle were effected and it is hoped to make this institution practically self-supporting as regards pork and vegetables as in pre-war years.

CHAPTER VII.
(Section 3.)
HOUSING CONDITIONS AND PROGRAMMES.

Housing in the Federation of Malaya may be classified under three separate heads :

(*a*) Housing of Government servants and estate and mine workers where a positive standard is enforced by administrative direction in the first instance and by legislation in the second !

(*b*) Housing of rural communities, where progress is effected by the slower method of propaganda.

(*c*) Private houses in urban areas, where control is exercised to ensure that accommodation does not fall below a legal minimum.

As regards (*a*) above, houses are built to type plans which are under constant examination. It is the policy of Government wherever possible to construct permanent quarters, although this rule has been relaxed during the present housing shortage. Electric light and piped water supply are available in most areas. During 1946 and 1947 approximately 75 per cent. of Government quarters were reconditioned up to pre-war standards. There remains, however, an acute shortage of accommodation for all grades of the Government Service.

The Labour Department, which approves labourers' quarters on mines and estates, had pre-war set its face against barrack type dwellings in favour of detached or semi-detached cottages of types designed to ensure maximum light and ventilation on sites approved by the Health Department. Steady progress has been made to restore pre-occupation standards, but new building has been hindered by the prior need for rehabilitation.

As regards (*b*) above, the Malay peasant appears to have evolved the most practical and hygienic type of housing in the East, having regard to the climate and his financial resources. Little improvement is called for in Malay houses although the condition of compounds and the construction and siting of wells and bathing places still leaves something to be desired, but this is within the scope of the Health Department.

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The Chinese rural dwelling, on the other hand, is generally speaking as bad as can be from the point of view of light, ventilation and drainage. Obstacles of prejudice, poverty, and conservatism have long hindered the improvement of living conditions in these cases.

As regards (*c*) above, the inadequacy of urban housing is one of the most pressing problems with which Government is faced. The hard core of the problem is constituted first of houses which are inadequate both with regard to accommodation and conveniences and secondly of houses which are suitable in themselves but have become a danger to public health due to overcrowding. Both aspects of the problem existed and were accumulating before the war and both have been considerably aggravated by the Japanese occupation when squatter type dwellings, which can only be classified as hovels, were built in great numbers by the influx of persons who migrated from the country areas to the relative safety of the larger towns. In this period there was also an almost complete cessation of building activities, and no control by town and municipal authorities of overcrowding.

The only satisfactory way to assess the precise magnitude of the problem is to lay down minimum standards and, by means of a census operation, assess the numbers of the population which will not be available until the results of the 1947 Census are published, but the following returns of housing requirements, which are not yet complete, have been forwarded by State and Settlement governments :

	Higher income group.	Lower income group.	Shop-houses.
Kelantan	—	263	80
Malacca	250	1,000	—
Trengganu	—	1,000	—
Pahang	—	380	—
Negri Sembilan	20	500	—
Johore	65	1,128	593
Perak	—	8,000	—
Penang	20	1,450*	—
Selangor	1,050	13,356	20
	1,405	27,177	693

The problem is most acute in Kuala Lumpur, the largest town of the Federation with a population of approximately 176,000, where it is estimated that 1,000 houses are required for the higher income groups and 13,000 for the lower income groups. Persons in the higher income groups are now obliged to share houses or live in hotels and boarding houses, but the problem is more urgent among the lower income groups who are frequently paying exorbitant rents for one cubicle.

During the period April, 1946, to 30th June, 1948, the following houses were built in the Municipality of Kuala Lumpur : permanent houses 74, temporary buildings 680, Kampong Satu Government Housing Estate 220. Private enterprise is not at present interested

* Includes shophouses.

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in schemes for cheap houses, owing to high building costs, and this factor has led the Municipality to undertake the building of Housing Estates. A further housing estate of 440 houses for lower income groups is now planned ; and in addition a plan has been prepared by the Town Planner for a Housing Scheme covering a total of 1,058 dwellings.

The proposal to manage or supervise a Government sponsored building programme for the whole of the Federation on the lines of the Kuala Lumpur scheme has been considered, and it is felt that most of the smaller town boards have neither the staff nor the experience to deal adequately with the matter, but that municipalities and the larger town boards would be able to handle the matter. In the larger towns where the greatest need exists, the Municipality of Penang has erected 110 houses since the war and acquired 50 acres of land as the site of a Housing Estate ; the Municipality of Malacca has worked out a scheme for the erection of 170 kampong type dwellings and is now considering further building schemes, two housing layouts for permanent dwellings in Seremban have been prepared, and a layout in Taiping planned for eventual permanent development of 200 cheap houses.

Building costs are generally considered to be about three times higher than the pre-war level, partly due to high wages and partly due to the high cost of materials. In certain areas where timber shortage is particularly great the costs are even higher. Thus in Kelantan the type of house being built in the Kuala Lumpur Scheme for approximately $2,350 per two units in soft wood is estimated to cost $5,500 in hardwood and $3,900 in soft wood. These high building costs coupled with the compulsory restriction of rent increases have prevented any sizeable contribution to the problem by private enterprise. The possibility of controlling building materials was discussed and it was decided that in practice this was not likely to be effective and might even in the case of timber result in restricting output. Permission for non-essential and luxury building, such as the construction of theatres, cinemas and dance halls is at present refused by local authorities.

It is against the above background that a Housing Committee was convened and made its recommendations. It will be seen that something in the neighbourhood of 30,000 buildings of all types is required. Of the three broad general classifications of higher income group, lower income group and shophouses, the needs of the higher income group seem to merit the least consideration.

Assistance in shophouse building is a rather different matter. In the first place costs of construction are higher than those for small dwellings of the poorer classes. At the same time they serve the dual purpose of being places of business and living quarters and in urban districts a large section of the population dwell in them. Furthermore in certain areas a great many shophouses were destroyed during the war and in their place have sprung up temporary erections which are not very desirable from any point of view. There seems therefore to be justification for Government assistance, though not for any Government programme of construction for letting purposes.

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There remains the class of persons who do not have the capital to undertake building on their own account or who do not earn sufficiently large wages to pay high rents. It is towards such people that the Housing Committee considered Government's main effort should be directed, and recommended that a Building Trust should be created and supported by Government to the extent of

(1) A subscription of $5 million to constitute the ordinary capital of the Trust;

(2) Granting leases of not less than forty-two years duration to the Trust of State land in suitable areas for building purposes free of premium and rent.

It was recommended that the Trust be given power to raise further money up to four times the ordinary capital subscribed by Government by the issue of debentures secured on the property of the Trust.

The money so raised was proposed for use in three ways :

(i) to make advances to private builders of up to 66⅔ per cent. of the capital cost of any new residential building at a rate of interest of around four per cent. with a preference to builders prepared to erect smaller type dwellings ;

(ii) to build houses, preferably through Municipalities and Town Boards but where necessary, directly, for letting purposes ;

(iii) to purchase land where no suitable State land is available for building.

The Housing Committee also recommended that as far as practicable, consideration should be given to some form of subsidised scheme of Government building for letting at sub-economic rents to meet the requirements of persons who cannot even afford to pay the rents to be charged by the Trust.

The projected Housing Trust has not yet been set up, the principal difficulty being financial, but it is hoped that the position will be clearer before long. Meantime, steps are being taken to put in hand the administrative arrangements, which will probably necessitate legislation, for setting up the Trust, and a Committee is in session to consider the revision of legislation relating to local bodies to provide more stringent control of overcrowding in tenements and lodgings, and to require building performance in respect of unused land in town areas alienated for building purposes.

Chapter VII.

(Section 4.)

SOCIAL WELFARE.

The two major organisations concerned with Social Welfare are the Department of Social Welfare and the Central Welfare Council of Malaya. The latter is an unofficial body comprising representatives of the State and Settlement Welfare Committees, the Women's Service League and other persons concerned with

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voluntary social service and a representative of the Malayan Union Advisory Council. The Chief Social Welfare Officer of the Department of Social Welfare with which close liaison is maintained, and other officials of Government attend meetings of the Central Welfare Council by invitation.

The Central Welfare Council

Is not only concerned with advising Government on all matters concerning the welfare of the people of the country and with the encouragement and co-ordination of welfare services but in addition raises and distribute funds on a considerable scale.

The total sum received by the Central Welfare Council in subscriptions and contributions from the date of its inauguration in May, 1946, until the end of 1947 was $597,473.15.

Expenditure by the Council up to the end of 1947 amounted to $349,100.70 and a balance of $248,372.45 remained at that time.

Among the early contributions made by the Council to existing institutions were $450 towards the cost of upkeep of the Orphanage at Dungun, Trengganu; $10,000 to St. Nicholas Home for the Blind in Penang; $13,000 to the King George V Silver Jubilee Home for Aged Chinese Women, Kuala Lumpur, to assist in a much needed extension to the building; $25,000 was given to the Cheras Road Evacuees; and $7,500 to assist in the reconstruction of the Rama Krishna Ashrama Orphanages, Penang, where many orphans of those who died on the Siam Railway are now cared for. In addition, $5,000 was contributed to the Kuala Lumpur Students' Literary Scholarship Fund and $1,138.50 was voted to meet the cost of the erection of a building for a Working Centre of destitutes from Malacca; and $4,011 was allocated to victims of a fire in the village of Senai, Johore, representing the cost of textiles issued to the homeless.

Many other requests for assistance were approved; artificial limbs were supplied; children's playgrounds were equipped; contributions were made to boys' clubs; invalid wheel chairs were supplied to a Relief Camp, and individuals who were victims of elephant damage were assisted.

Cash Relief.

The responsibility for cash relief to necessitous blind persons, orphans and widows, which had previously been borne by the Government was taken over by the Council from 1st January, 1947. Deaf and dumb persons were subsequently included. The Council found that the rates of payment previously in operation were inadequate and adopted the following scale: Adults $10 per mensem, children $6 per mensem with a limit of $40 for any one family. The work of distributing this relief was undertaken by State or Settlement Welfare Committees, who received block votes from the Council for this purpose and the total amount paid over during 1947 was $191,638.

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Special relief measures were found to be necessary in Trengganu where, partly as a result of an epidemic of smallpox, destitution and malnutrition were exceptionally widespread.

A comprehensive report was furnished by the Trengganu Welfare Committee and a member of the Council together with the Chief Social Welfare Officer also visited and reported on conditions in that area. As a result the Council voted a sum of $20,000 for administration by the Trengganu State Welfare Committee, part of which was to be devoted to the erection of a Mukim Working Home at Batu Rakit, which it was hoped could be extended to cover four mukims at a later date.

Tuberculosis.

From its inception the Council has shown an active interest in the problem of tuberculosis and is represented by Dr. (Miss) Soo Kim Lan on the Government T. B. Advisory Board which was appointed in May, 1947. In October, 1947, the Council set aside $100,000 from its funds to be used as a donation towards any future schemes which Government might initiate in their Anti-Tuberculosis Campaign, and in December, after hearing an address by the State Medical and Health Officer, Selangor (Dr. W. E. Holmes) on the immediate and urgent need for funds for medical and welfare work for T. B. sufferers in Kuala Lumpur, the Council voted a sum of $10,000 from the total amount earmarked for T. B. schemes, to be used for welfare work among T. B. patients and their dependents, provided that Government vote an equal sum to the Medical Services for the appointment of staff to implement the Anti-Tuberculosis Campaign outlined by Dr. Holmes.

The Council discussed other means of ameliorating this grave problem including the formation of an Anti-Tuberculosis Association

Blind Welfare.

The care of the Blind enlisted the sympathetic attention of the Council from an early date and a survey of blind persons in every State and Settlement was initiated by the Council in October, 1946. At a subsequent meeting the Council undertook financial responsibility for an appointment to be known as the Welfare Officer for the Blind until such time as Government made provision for his salary, and at the same time invited Sir Clutha Mackenzie, the Chairman of the St. Dunstan's Home for Indian War Blinded at Dehra Dun, to visit Kuala Lumpur and address the Council. Major Bridges, an officer who was blinded in the Burma Campaign has since been appointed and provision for his salary has been made by the Government and he is now actively engaged in special welfare work for the blind in Malaya.

Recommendations to Government.

Recommendations to Government were made on a variety of matters, which included the establishment of more homes for aged and destitute persons, the provision of canteens and restaurants throughout the country, the closer supervision of the adoption of children, the grant of assistance to the Young Women Christian

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Association for its early re-establishment, the increase in Government grants to orphanages ; the immediate reconsideration of cost of living allowances to lower paid Government servants, which were considered inadequate, the need for an extension of the scheme for school feeding and the urgent need for the appointment of a T. B. Advisory Board.

Liaison with Government Departments and Welfare Committees.

From the time of its formation the Council has maintained close liaison with all Government departments whose functions are connected with welfare work.

The Council was represented at the South East Asia Social Welfare Conference in August, 1947.

At the inaugural meeting on 5th June, 1946, the Director of Medical and Health Services, the Director of Education, the Secretary for Chinese Affairs and the Commissioner for Labour, were present and at the second meeting on 3rd July the Chief Social Welfare Officer, who had been appointed since the previous meeting, and the Director of Public Relations were also invited to attend. These officials or their representatives have attended subsequent meetings of the Council, have expressed their views and assisted the Council with their expert advice.

In addition the Council addressed the central Government on numerous occasions, making recommendations, supporting requests for assistance which were outside the scope of the Council's directive, and directing the attention of Government to condition which were in urgent need of amelioration.

The membership of the Council, which includes a representative of each State and Settlement Welfare Committee has enabled a close liaison to be maintained between the efforts and projects of local committees and the Central Council. Where State Committees have been unable to meet the full cost of some essential project they have called on the Council to make a contribution from the Malayan Welfare Fund. Through discussions held at Council meetings the experience gained in one State has been made available to other Welfare Committees. As an example the Malacca Welfare Committee initiated a Working Centre which took the form of a building to which people who were drawing relief and who knew no useful craft or trade could come and learn to supplement their income. It was hoped that by teaching such people basket making, rope making, carpentry and other useful crafts, they could in course of time maintain themselves and become independent of cash relief. The persons attending the centre were given one free meal per day and a small amount of cash while they learned their trade.

Similar schemes were subsequently adopted in Seremban and in Trengganu, and others are under consideration in Penang, Kelantan and Selangor.

The Council bore part cost of the Malacca and Seremban Working Centres until November 1st, 1947, when it was considered that the experimental stage had been passed and responsibility for them was then taken over by the Department of Social Welfare.

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The Department of Social Welfare.

In his inaugural address to the Central Welfare Council the Chief Social Welfare Officer epitomised the relations between the Council and the Department of Social Welfare as follows :

> " On the one hand there is the Department of Social Welfare which is a Government Department, and on the other the Central Welfare Council, a voluntary body engaged in Social Welfare. The former has its duties defined and officials are appointed to carry out those duties. The latter is independent ; its members are not officials, and therefore are not paid salaries. The Central Welfare Council is free to do what it thinks desirable for the well-being of the people. It can and does act on its own initiative : it is free to undertake, to encourage, to experiment in, and give as it thinks fit, the money to finance its work. It is, as I have said, completely independent : it can therefore deal with emergencies.
>
> " The two, the official and the unofficial, work to achieve the same end. In the long run they are not primarily concerned with the citizens' bare necessities of existence—food, shelter and clothing—nor with the rules of law and order They are directly concerned with the security, equipment and betterment of the citizens' personality and capacity—body, mind and spirit. Their services to the public are complementary and that implies co-operation, consultation and friendly relations, neither acts in isolation. They do in fact work together. They work in co-operation with various Government departments and other voluntary associations concerned with the establishment and maintenance of the social services."

Co-operation with the Central Welfare Council, the Women's Service League and other voluntary organisations was continued throughout the year and progress was made with the inter-departmental co-ordination of Social Welfare Services.

With the filling of the appointment of Chief Social Welfare Officer it was possible to plan the organisation of the Department of Social Welfare for the proper performance of the full range of Social Welfare Services which are its responsibility. The concentration upon measures to relieve post-war widespread distress gave way in 1947 to a consideration of the needs of the vulnerable categories of the population and the setting up of services for them.

These services include responsibilities under the Children and Young Persons Ordinance—Cap. 33 of 1947 ; Juvenile Courts Ordinance—Cap. 38 of 1947 ; Women and Girls Protection Ordinances and Enactments (Chinese Protectorate) ; the establishment, management, organisation of Approved Schools and the education provided therein together with Probation Service ; the establishment and management of institutions for the care and protection of orphans, widows, aged, infirm and decrepits ; welfare work for T. B. dependants ; welfare work for leper dependants ; welfare for dependants of Indian labourers who died in Siam throughout the Federation of Malaya, Burma/Siam Relief Scheme ;

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the direction of general relief schemes; welfare in emergencies, monsoon floods, fires and similar events; the establishment of schemes to combat malnutrition and economic insecurity in rural areas including the purchase and distribution of supplies; and many others.

The preparations for dealing with the consequences of the monsoon period proved adequate particularly in Trengganu, Kelantan, Perak and Johore. Distress was reduced to the minimum and rehabilitation was rapid and effective.

In addition to monsoon emergency measures malnutrition feeding schemes were introduced in the areas where they were most needed. These expanded rapidly towards the end of the year through the service already provided by Public Restaurants. Public Restaurants were, by the end of 1947, an essential part of a feeding campaign designed to combat the more serious effects of malnutrition following upon the Japanese occupation and resulting from economic insufficiency.

Lord Killearn's South East Asia Conference on Social Welfare held in Singapore in August, 1947, was followed by the I. L. O. Preparatory Asia Conference held in New Delhi in October November, 1947; both were attended by the Chief Social Welfare Officer and a fully representative delegation from Malaya attended the Killearn Conference. The Social Welfare Services in being in Malaya and the accepted plans for their expansion conform to the considered opinion expressed at the Conference.

Training of Staff.

Preparations have been made to introduce Social Welfare Training Courses for officers already in the service of the Department and specially for probationers locally recruited. It is hoped that the courses will do much to provide efficient staff with minimum qualifications. In 1948 either two or three trained officers will return to Malaya from the United Kingdom after two years' training as Social Welfare Scholars. Two more were sent for training in 1947.

Already some Probationer Welfare Students have been recruited and it is intended to introduce a training course, the preliminary plans for which are already in being. One of the immediate problems is the recruiting of staff to undertake the onerous responsibilities involved in the protection of women and girls. The candidates must possess sufficient technical knowledge to grasp the principles and practice of the relevant Ordinances.

Departmental Homes and Institutions and Homes Assisted by Grants-in-Aid.

Pre-war the problem of the care of orphans and the aged and infirm in Malaya had not presented any major difficulty and but for the maintenance of decrepit wards and Homes for the aged in the larger towns, Government was not required to accept responsibility for many other types of destitute persons. Homeless children were in the main cared for in Convent Orphanages and the Government made a grant-in-aid towards their maintenance.

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The war years changed the whole situation and by the end of 1947, the Social Welfare Department was directly responsible for 13 Homes (eight for aged, infirm, decrepit and destitute persons throughout the Union, four Orphanages and one Approved School). In addition, the Department was helping to support by means of a grant-in-aid more than 2,000 persons who were being maintained in Homes run by various religious bodies and other philanthropic organisations.

A total of 23 Orphanages received grants-in-aid from the Government. They are situated in Penang (8), Malacca (4), Kuala Lumpur, Ipoh, Taiping (3), Bagan Serai, Batu Gajah, Seremban (3) and Rembau. Homes for the aged which are run by Statutory Boards or voluntary organisations and assisted by a Government grant-in-aid exist in Ipoh, Kampar, Taiping, Sungei Siput, Kuala Lumpur and Malacca. At Penang, the St. Nicholas' Home cares for blind and crippled children.

A considerable step forward was made when the Approved School at Taiping was opened on 1st February, 1947. This was the first Approved School to be opened in Malaya. When opened, three boys only were admitted but within three months, there were over 30 boys and at the end of the year there was a total of 134 boys receiving education and training and being helped towards a better way of life.

At Serendah in Selangor, a large number of homeless boys are cared for at a school sponsored and staffed by the Save the Children Fund. At this school, boys are given education and recreational facilities which will enable them to become useful citizens in later years. This school is supported by a Government grant-in-aid. The Salvation Army ran Boys' Homes at Kuala Lumpur and Penang which also performed the useful function of a Remand Home. Towards these Schools the Government made a monthly grant.

Working Centres.

During the year there arose a demand for the establishment of Working Centres—places where destitute widows could go daily to learn mat and chick-making or some similar useful and productive work and in return for their labour they received a free meal and a small cash allowance. Skilled instructors were engaged to supervise the work. At Malacca and later at Seremban, Working Centres were established by the local Welfare Committees and after the initial experimental period had been successfully overcome, the Department of Social Welfare assumed responsibility. Several hundreds of poor persons were helped to earn a living and what is more important, many of them having acquired the necessary skill in making articles, were able subsequently to support themselves quite independently.

Towards the end of the year in collaboration with the Central Welfare Council an experimental Mukim Working Home was established at Batu Rakit, Trengganu. Here, over a hundred vagrant and destitute Malays suffering from malnutrition and the attendant diseases, have been given shelter, regular meals, medical attention, new clothing and they are being restored to

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A Malay boy receiving medicines from the dresser for his treatment.

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Malaya's gifts of Kelantan silverware, Trengganu cloth and table to Princess Elizabeth.

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health. They are, at the same time, being encouraged to cultivate the land and help make the Home self-supporting. It is the policy of the Department to introduce constructive schemes so that the inmates of all Departmental Institutions, whatever their nature, may be encouraged in useful and productive work.

Public Restaurants.

The Public Restaurants maintained or sponsored by the Department of Social Welfare have two main objects, firstly to provide the public amongst whom malnutrition was rife with a well balanced meal at a reasonable price and secondly to keep down the prices of coffee shops and eating houses. The standard meals were worked out by the Government Dietitian and provide an average of 900 calories. They consist of rice, fish/meat/chicken/eggs and vegetables of good quality, vegetables of the "water" class are forbidden. It is of interest to record that when the Restaurants were first opened the average price of a cup of tea/coffee in a coffee shop was 30 cents, it is now 15 cents in most towns and in a few cases below 15 cents.

Public Restaurants have also been used in cases of relief when people are made homeless by flood, fire or other disaster. They are also used to feed destitutes, refugees in transit and others in need of assistance.

The number of "Public Restaurants" operating at 31st December, 1947, was 21 and the number of full meals served during the year exceeded two and a half million. The number of light meals served was estimated at ten million.

The number of sponsored restaurants operating at the end of the year was 15 and the number of meals served during 1947 was in excess of one and a half million. Light meals were estimated at four million.

Women and Girls.

The work for Women and Girls was partially transferred to the Department of Social Welfare. The first steps in specialised staffing at Headquarters for this branch of the work were made by the appointment of two women officers towards the end of November.

In this short space of time it is hardly possible to give any picture of constructive work, but plans have been formulated and in the 1948 report it may be possible to show how these ideas have been carried into effect.

At the end of 1947 the Children and Young Persons Ordinance was brought into force and this Ordinance combined with the Juvenile Courts Ordinance, which has not yet come into operation, should certainly prove a valuable piece of social legislation. The Act should pave the way for still further developments in the treatment of those children, who, through force of circumstances come within the purview of the Act. It is felt that the legal obligations of the Act will certainly become social opportunities when it is possible to carry the act into effect and co-operation with all outside bodies will be strengthened.

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With reference to Transferred children it will be necessary to plan the necessary machine for the notification and registration of such cases.

Under the Rules of the Children and Young Persons Ordinance and Cap. 156 we must consider the establishment of homes to deal with girls on remand and under protection. In this type of home it is rather hoped that the girls, with the guidance of staff, will do all the work of the Home and the training will thus fit them to take their place as useful citizens.

With the formulation of these schemes it should be possible to look forward to 1948 realising that there is much to be done in this sphere of Social Welfare.

Welfare for the Aborigines.

During 1947 the Welfare Officer for the Aborigines was concerned with the Census. During that time he made contact with all aboriginal tribes and arrangements are being made for welfare work among them in 1948.

Burma/Siam Relief Scheme.

By the end of the year administrative arrangements were made to distribute the Government grant of $1,500,000 to widows and dependants of the Burma/Siam Railway tragedy.

Welfare of the Blind.

The first task of the Welfare Officer for the Blind who was appointed in July, 1947, was to gather information which would enable him to produce a report and make recommendations on Blindness in Malaya. Information as to the numbers of Blind in the various States was given by the Central Welfare Council from lists they had made in conjunction with the Department of Social Welfare when paying relief to the Blind. These figures, together with the figures of Blind in various homes and institutions run by the Department of Social Welfare, when compared with the estimated incidence of Blindness in Malaya made by the Director of Medical Services, enabled the Welfare Officer for the Blind to make a reasonably conservative estimate of the numbers of Blind and partially Blind in Malaya.

Further information on the attitude towards the Blind by the public, occupations and trades which would be suitable for the Blind, marriage, etc., was obtained by means of a questionnaire. This was sent to all officials and non-officials whom it was thought by reason of their position and experience in Malaya would be able to give the information. The results were very satisfactory. The answers, many of which were lengthy, proved that the recipients of the questionnaire had shown a real interest, and much useful information has since been carefully collated and included in the Report.

On the question of education, training and employment, the Director of Education, the Director of Medical Services, the Director-General of Telecommunications, the Director of Industry and Commerce, and the Opthalmic Specialist, willingly gave interviews from which further useful information was gained.

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It was the intention of the Welfare Officer for the Blind to form a Committee which would design a Braille code for the three main languages used in Malaya, i.e., Malay, Mandarin Chinese and Tamil. This was to be based on and link up with the International Braille, which would facilitate the learning of English Braille for advanced education and training for employment. With the co-operation of the Director of Education, the Secretary for Chinese Affairs, the Commissioner for Labour and the Committee of the St. Nicholas Home, suitable members for a Braille Committee were selected, and application for formal approval of the Committee was submitted to the Government in November.

In October, a limited amount of Braille equipment was ordered from the National Institute for the Blind, London. This was primarily intended for the use of Braille Writers in order to start the nucleus of Braille books both for educational and recreational purposes. The Women's Service League assisted by providing names of women volunteers prepared to assist. An attempt was made to start the work towards the latter part of 1947, with the aid of hand written charts, so that certain of the groundwork would have been covered before the arrival of the equipment. The ingenuity of one of these Voluntary Braille Writers was very commendable, with the aid of a pin inserted in the end of a paint brush she managed to make extremely readable Braille impressions on ordinary paper.

1947 was essentially a period of investigation, planning and preparation for the organised development of Blind Welfare Services. During this period the Welfare Officer for the Blind was able to tour most of Malaya, save the East Coast, in order to obtain first hand impressions of the country, and of the standards of living, both in the towns and rural districts.

Expenditure of the Department of Social Welfare.

The following is a summary of the expenditure during the year 1947 :

	$	c.
Relief to Widows in 1947	76,998	50
,, Orphans	64,143	50
Expenses on Working Centres	18,888	70
Expenditure on Blind Persons	51,431	00
,, Taiping Boys' Home	7,562	59
,, Malnutrition, Kelantan ..	20,000	00
,, Malnutrition, Trengganu ..	35,000	00
,, Malnutrition, Pahang	15,000	00
,, Smallpox Victims	1,110	00
,, Refugees and Displaced Persons Vote	223,012	65
,, Welfare for Aborigines	815	19
,, Flood Relief, Kelantan ..	101	50
Contribution to Chinese Maternity Homes ..	7,000	00
,, Convent Creche, Seremban ..	300	00
Grant-in-Aid to Assisted Homes and Clubs ..	168,230	21
Maintenance of Departmental Homes	219,815	53
,, New Homes	76,398	78
Total ..	985,808	15

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Chapter VIII.

LEGISLATION.

The year 1947 was a year of unification and reconstruction. This is reflected in the considerable output of legislation : fifty-one Ordinances were enacted during the year.

It had become apparent during 1946 that the existence of eleven distinct sets of laws, restricted in their territorial application to the States or Settlements to which they applied before the Japanese occupation and differing from one another in many important respects, formed an unsatisfactory basis for the administration of a Union of all those States and Settlements. An urgent need arose for unifying legislation whereby the existing laws would be repealed and replaced by provisions applicable to the Union as a whole. Examples of legislation of this kind enacted in 1947 are : the Advocates and Solicitors Ordinance, 1947 ; the Registration of Businesses Ordinance, 1947 ; the Census Ordinance, 1947 ; the Children and Young Persons Ordinance, 1947 ; the Post Office Ordinance, 1947 ; the Juvenile Courts Ordinance, 1947 ; and the Notaries Public Ordinance, 1947.

In some instances legislation applicable to the whole Union was required on some particular matter on which no legislation existed in certain of the Malay States before the Japanese occupation. It became necessary, therefore, as regards any such matter, to extend the pre-occupation legislation of one part of the Union to other parts where no such legislation had existed before. Legislation in this category enacted in 1947 includes : the Rent and Charged Land (Restriction) Ordinance, 1947, which extends the operation of the Rent and Charged Land (Restriction) Enactment, 1940, of the Federated Malay States to the States of Kelantan, Perlis and Trengganu ; the Commissions of Enquiry Ordinance, 1947, which extends the operation of the Commissions of Enquiry Enactment, 1940, of the Federated Malay States to the States of Kedah, Kelantan, Perlis and Trengganu ; the Affirmations (Application) Ordinance, 1947, which extends the operation of Section 5 of the Affirmations Enactment of the Federated Malay States to the States of Perlis, Kelantan, and Trengganu ; the Telegraphs (Perlis) Ordinance, 1947, which extends to the State of Perlis the provisions of Enactment No. 120 (Telegraphs) of the State of Kedah ; and the Military Manoeuvres (Extension) Ordinance, 1947, which extends the operation of the Military Manoeuvres Enactment of the Federated Malay States to the States of Johore, Kedah, Kelantan, Perlis and Trengganu.

Legislation under the heading of rehabilitation is to be found in the Mukim Registers Replacement Ordinance, 1947 ; the Chinese Tin Mines (Rehabilitation Loans) Ordinance, 1947 ; and the Industrial Rehabilitation (Finance) Ordinance, 1947.

Special provision to meet certain contingencies arising as a result of the Japanese occupation in connexion with the control and management of the Malayan Planters Provident Fund is made by the Malayan Planters Provident Fund (Special Provisions)

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Ordinance, 1947; and a new Provident Fund for the benefit of employees engaged in growing and producing tropical agricultural products is established by the Malayan Estates Staff Provident Fund Ordinance, 1947.

Legislation dealing with certain matters affecting public servants was enacted by the Pensions (Special Provisions) Ordinance, 1947, which enables retrospective effect to be given to certain pensions regulations and rules, makes fresh provision for the exercise of the option for a reduced pension and gratuity, and enables the period of enemy occupation to count for pension; and by the Public Officers Mutual Guarantee Fund Ordinance, 1947.

Of new matters which were the subject of legislation during the year probably the most important are income tax and the establishment of wages councils. An income tax is imposed by the Income Tax Ordinance, 1947, and the Wages Councils Ordinance, 1947, provides for the establishment of wages councils and for the regulation of the remuneration and conditions of employment of workers in certain circumstances.

A Rule Committee for the purpose of regulating and prescribing practice and procedure in civil proceedings in the Supreme Court is established by the Rule Committee (Supreme Court) Ordinance, 1947. Provision is made for the appointment, powers and duties of Commissioners for Oaths by the Commissioners for Oaths Ordinance, 1947.

Under the heading of public finance, in addition to the Income Tax Ordinance, 1947, already mentioned, the Land Revenue (Payment by Instalments) Ordinance, 1947, the Supply (1948) Ordinance, 1947, and the Malayan Railway Supply (1948) Ordinance, 1947, were enacted.

Serious crime continued to hamper the restoration of normal conditions, and the need for controlling it produced the Protected Places Ordinance, 1947, designed to provide more efficient protection for stores of goods and supplies; the Societies Ordinance, 1947, which has for its object the control of associations of persons and the protection of the public against subversive and criminal organisations; the Public Order Ordinance, 1947, which prohibits the wearing of uniforms signifying association with political organisations and the maintenance of associations of a military character; the House to House and Street Collections Ordinance, 1947, which bans such collections except under licence from the Commissioner of Police or a Chief Police Officer; the Abduction and Criminal Intimidation of Witnesses Ordinance, 1947, which provides heavy penalties for a prevalent mode of interference with the course of justice; and the Carrying of Arms Ordinance, 1947, by which the Public Order and Safety Proclamation, commonly known as the "Mountbatten Proclamation" is repealed, and which reserves the death penalty (with the alternative of penal servitude for life) for persons using or attempting to use arms, while providing that the punishment for carrying arms without using or attempting to use them should be imprisonment for a term which may extend to ten years or a fine not exceeding $10,000, or both such imprisonment and fine; the provisions of this Ordinance

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bring the law into conformity with judicial decisions on the interpretation of the Public Order and Safety Proclamation.

Fifteen existing Ordinances or Enactments were amended during the year.

The Legal Department.

During the year 1947 the Legal Department consisted of the Attorney-General, the Solicitor-General, and Crown Counsel the number of whom varied from eight to ten at different times in accordance with leave arrangements. One of the Crown Counsel acted as Solicitor-General for five months while the Solicitor-General was on leave. In addition, an Assistant Legal Draftsman joined the Department in May and the Legal Draftsman in October. The average total of officers employed in the Department, calculated on a monthly basis, was between eleven and twelve.

Apart from the Attorney-General and the Solicitor-General, the organisation of the Department was as follows:

Crown Counsel were stationed throughout the year at Penang, Ipoh, Seremban, Johore Bahru, and Kuala Trengganu. The Crown Counsel stationed at Seremban was Deputy Public Prosecutor for Negri Sembilan and Malacca, and the Crown Counsel stationed at Kuala Trengganu was Deputy Public Prosecutor for Trengganu, Kelantan and East Pahang (Kuantan and Pekan). The Crown Counsel stationed at Penang paid regular visits to Alor Star, prosecuted at the Kedah Assizes, conducted appeals before the Court of Appeal and the Supreme Court at Alor Star, dealt with Kedah legal matters and directed and supervised Kedah police investigations until August, when a full-time Crown Counsel was assigned to Kedah. The Crown Counsel assigned to the States of Selangor and Pahang were stationed throughout the year at Kuala Lumpur, so that they would be available to assist in general advisory work and legislative drafting at headquarters.

The Attorney-General was largely occupied during the year with constitutional matters connected with the establishment of the Federation of Malaya, and with the work of the Advisory Council and the Executive Committee of the Advisory Council. In these circumstances much of the work which normally would have been done by the Attorney-General devolved upon the Solicitor-General, in addition to the latter's own duties. The work of the Department included the drafting of the fifty-one new Ordinances enacted during the year and many others which did not become law until 1948; the drafting, or examination of drafts already prepared by the Departments concerned, of a large proportion of the eight thousand, six hundred and three *Gazette* notifications published during the year; advising on the law and on questions of legal interpretation affecting the administration of every Department of Government; advising Resident Commissioners and Government Departments in all the States and Settlements; the conduct of appeals before the Court of Appeal sitting at Alor Star, Penang, Ipoh, Kuala Lumpur, Johore Bahru and Kota Bharu and appeals from the District Courts and Magistrates' Courts to the Supreme Court at Alor Star, Penang, Ipoh, Kuala Lumpur, Seremban, Malacca, Raub, Kuantan, Muar, Johore Bahru, Kuala

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Trengganu and Kota Bharu, the prosecution of cases at the Assizes held in all these towns (the Assizes in the larger towns being almost continuous), and the prosecution of important cases in the District Courts throughout the Union; the setting and correcting of law examination papers for cadets in the Administration, Police and Customs; the direction and supervision of Police investigations into all serious crimes; the examination of all reports of sudden deaths and records of inquests, and of all recommendations for banishment; and attendance at numerous committees and conferences at which legal advice was required. Some idea of the volume of work involved may be gained from the fact that the total number of cases conducted in the Courts by members of the Legal Department was 1,210; the number of Police investigation files dealt with was 2,978; and the number of sudden death reports and inquest files examined was well over 1,000.

Chapter IX.

JUSTICE, POLICE AND PRISONS.

Justice.

The Moratorium Proclamation still remains in force, as also the Courts (Restriction of Civil Jurisdiction) Ordinance, 1946, the practical effect of which is to restrict the Courts in their civil jurisdiction to hearing and determining suits, etc., dealing solely with pre-occupation and post-liberation matters. With effect from the 1st April, 1947, that Ordinance was amended so as to permit of the Courts dealing with proceedings for the appointment of receivers and/or managers of land, for the recovery of possession of land where the term, even if created during the occupation, has expired or been determined since the 30th September, 1945, and for the recovery of rent of land in respect of any period since the 30th September, 1945, provided such proceedings are not barred by the Moratorium Proclamation and do not involve questions regarding Japanese or Japanese-issued currency.

Assizes were held on four occasions each during the year in 12 centres. Five hundred and ninety-two cases were decided, 987 persons being charged in respect of 1,221 charges. Convictions were recorded on 864 charges. This is a general increase, proportionately over the figures for 1946.

Twenty-two sittings of the Court of Appeal for the hearing of criminal appeals were held at six centres. One hundred and fifty-five criminal appeals were filed relating to 255 persons who had been sentenced by the High Court in original criminal trials. Fifty-two appeals from death sentences were dismissed and 22 were allowed.

In the District Courts 10,823 criminal cases were decided, 13,338 persons being charged in respect of 15,449 charges. Convictions were recorded on 10,810 charges. These figures represent a general decrease, proportionately, over the figures for 1946.

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In the Magistrates Courts 75,884 criminal cases were decided, 92,263 persons being charged in respect of 97,672 charges. Convictions were recorded on 80,298 charges. These figures represent a general increase, proportionately, over the figures for 1946.

The High Court, exercising its appellate jurisdiction in criminal matters, heard 327 appeals from District Courts, 56 being allowed and six retrials being ordered, and 287 appeals from Magistrates Courts, 66 being allowed and 11 retrials ordered.

The number of unnatural deaths occurring during the year was 1,670 and Magistrates and Coroners' enquiries were held in respect of 1,373 of these. Again a finding of death from starvation was recorded in only one case.

The Court of Appeal entertained 26 civil appeals from the High Court.

On the civil side of the High Court 2,796 grants of Probate or Letters of Administration were made and 427 grants were resealed, 215 civil suits were disposed of, and there were 1,531 miscellaneous applications in Chambers. Seven Bankruptcy Petitions were filed, 10 Bankruptcy Notices were issued and two Receiving Orders were made. Twenty-one Divorce cases, 18 Companies Winding-up and other matters and two Wage-Earners' Administration orders were instituted. Ninety-four Wage-Earners' Administration orders were varied and 174 were discharged. Nine thousand, five hundred and seventy-two Powers of Attorney were registered.

In the District Courts 732 civil suits were disposed of and in the Magistrates Courts 1,991.

The High Court, exercising its appellate jurisdiction in civil matters, disposed of 24 appeals from District Courts and 56 appeals from Magistrates Courts.

Total Revenue from all sources from all Courts amounted to $2,314,399.31.

M. U. Ord. No. 4/47. The Advocates and Solicitors Ordinance, 1947, came into force on the 2nd April, 1947. This Ordinance unified and re-organised the Bar throughout the Malayan Union. It establishes Local Bar Committees and Local Bar Associations and also a central council of the Bar, known as the Bar Council. The functions of the Bar Council are to represent the Bar generally in any matter affecting the Bar as a whole, to make rules regarding the practice and etiquette of the profession, to examine and report on current legislation, to co-ordinate the work of Local Bar Committees and to perform certain other functions including functions in relation to petitions for admissions and enrolment of new members of the Bar.

M. U. Ord. No. 29/47. The Rule Committee (Supreme Court) Ordinance, 1947, came into force on the 10th June, 1947. By this Ordinance the power to prescribe rules for regulating civil procedure and practice in the Supreme Court is vested in a Rule Committee consisting of the Chief Justice as Chairman, the Judges of the Supreme Court, the Attorney-General, and three Advocates and Solicitors nominated by the Bar Council and appointed by the Chief Justice.

The Juvenile Courts Ordinance No. 38 of 1947 was enacted conferring powers on special Courts to deal with juvenile delinquency. This Ordinance has not yet been brought into force.

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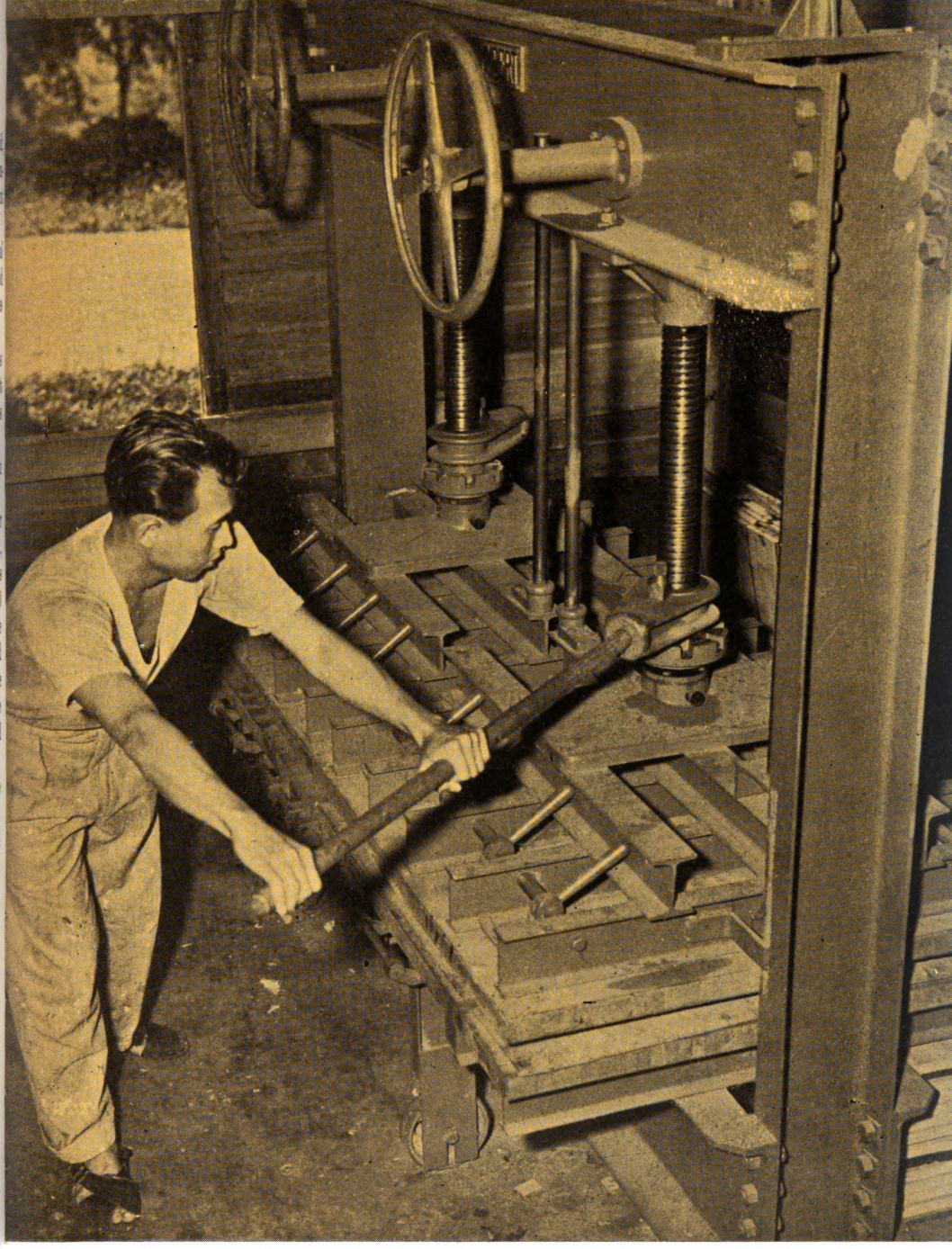

Twenty-year-old Abdul Hafiz from Parit Buntar operates the veneer pressing machine in the Techni-Factory in Kuala Lumpur.

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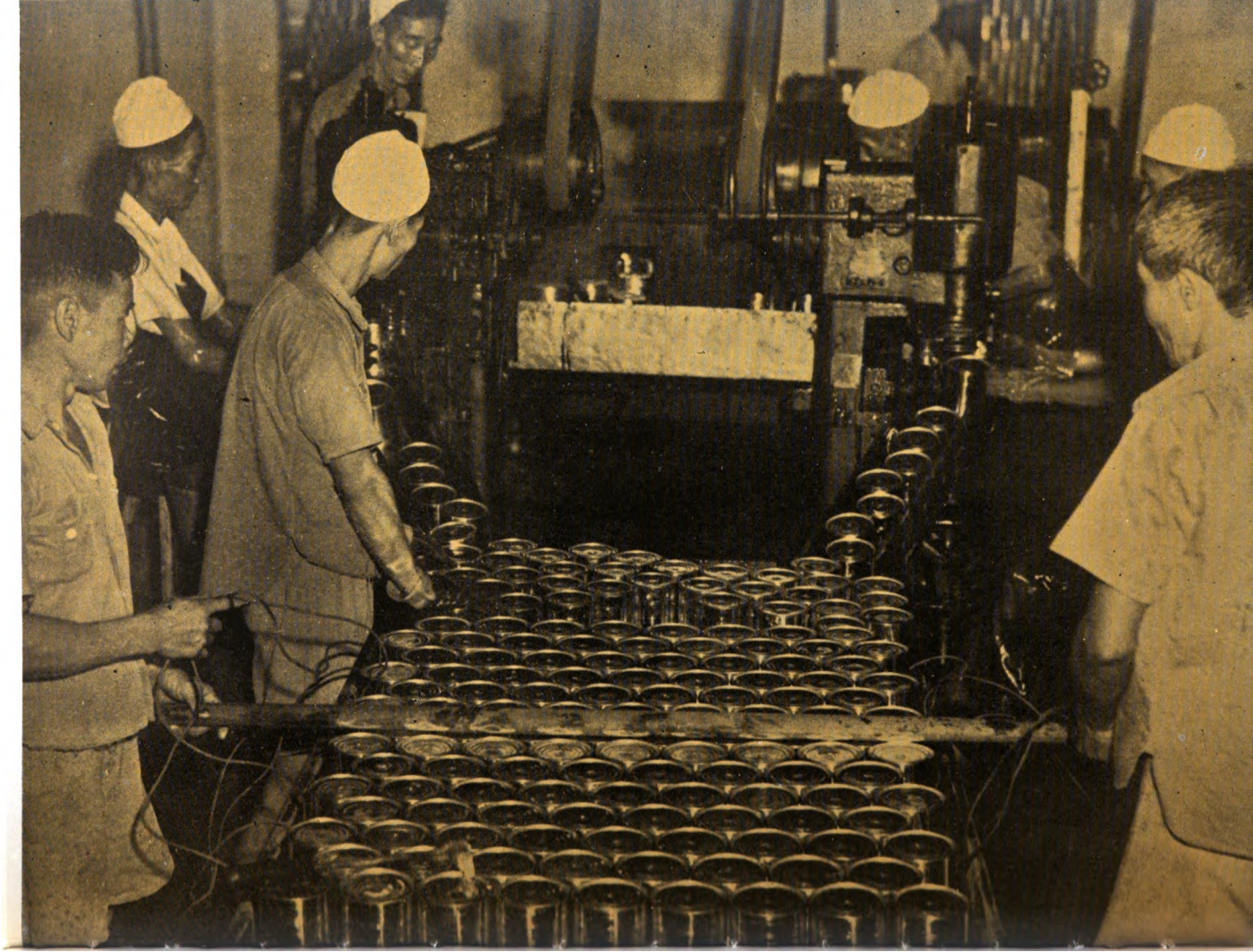

Canning pineapples, Johore Bharu.

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Police.

Personnel.

As at 31st December, 1947, the total number of persons employed in the Police Force was approximately 11,500. Of this number, 9,422 were Peace-Officers, the balance representing clerical staff, technical and miscellaneous appointments and Open Vote subordinates.

The Peace-Officer strength showed an overall deficiency of 794 against the approved Establishment, which latter is itemised as follows, shortages being shown in brackets immediately after the figures for each category: Gazetted Officers 108 (-2); British Inspectors 13 (-2); Asiatic Inspectors 187 (-12); Uniformed Rank and File 9,217 (-646); Detectives 691 (-132).

Administration—New Appointments.

During the period under review a Gazetted Officer was appointed to the new post of Assistant Commissioner, Welfare, at Police H.Q. Approval was also obtained for the appointment of a Police Transport Officer but it was not found possible to fill the vacancy before the end of the year.

Organisation.

Following upon the appointment of a Director, Criminal Investigation Department, in late 1946, C.I.D. Branches already existing in the various States and Settlements were re-organised and new Branches set up as required, to give the essential country-wide coverage which had previously been lacking.

Crime—Introductory.

The increased efficiency and scope of the C.I.D. and of the Central Records Office secured by the re-organisation mentioned above, enabled a co-ordinated appreciation to be made, for the first time, of the state of crime throughout the Peninsula, so that, by the end of the year, the Director, C.I.D., was generally in a position to form a shrewd estimate as to the identity of the gangs concerned in particular offences, while the increased intelligence forthcoming generally was invaluable in directing action for the elimination of gangs and other lawless elements.

The remarks on crime which follow will be restricted to the main issues and trends observed, statistical detail being reduced to a minimum.

Extortion.

This lucrative criminal activity received unremitting attention from the Police, and by the end of the year a considerable decrease in its incidence was matched by a corresponding increase in public confidence. It is as yet impossible to know the extent to which extortion still survives, owing to the understandable reluctance of victims to report to the Police. The number of cases actually reported, 334, is no criterion whatsoever.

Piracy.

In 1947, piracy showed itself to be a very real problem. Originally there were two main gangs operating, one off the N.W. and the other

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off the S.W. of the Peninsula, while there was a number of less serious cases off the N.E. Coast. The first mentioned gang was rounded up in June, which put an end to these incidents in Northern waters, but the second gang managed to elude capture, in spite of efforts on the part of the Police with Naval and Air Force assistance, and piracies continued in Southern waters throughout the year at the rate of two or three per month. Off the N.E. Coast, Police action was successful in terminating a series of a dozen rather "amateurish" incidents.

Secret Societies.

There is no doubt that the influence of Secret Societies, and in particular of Triad Societies, was behind the majority of serious crimes of violence in the Peninsula in 1947. During the year the Police attained a measure of success in combating this evil, but. its complete eradication will require time and effort for years to come

Murders, Gang-Robberies and Robberies.

During the year there were 180 cases of murder, and 33 of murder committed in the course of robbery or gang-robbery. Gang-robberies amounted to 357, while there were 632 cases of robbery.

Firearms were used or carried in 85 cases of murder, 257 cases of gang-robbery and 426 cases of robbery.

Arms and Ammunition Recovered.

One hundred and seventy-six revolvers, 135 pistols, 419 rifles, 138 shot-guns, 84 automatic weapons, i.e., Stenguns, Tommy-guns, etc., 52 assorted home-made fire-arms, 1,656 hand-grenades, 419 bombs, 2,034 shells and 250,933 rounds of assorted ammunition, were recovered during the year.

Police Arms.

At the beginning of the year the Force was equipped mainly with rifles and revolvers, which were inadequate for dealing with gangsters. Later on, however, a supply of Stenguns and American carbines became available, when the Police were able to engage gangsters on more level terms.

Labour Unrest.

Industrial unrest with widespread strikes on estates and mines continued throughout the year, constituting a serious Police problem and at times imposing a severe strain on Police resources. Particularly was this so at the beginning of the year in Central and South Kedah, where intimidation and inflammatory propaganda by unscrupulous self-appointed leaders of "unofficial" Trade Unions led to a state of lawlessness whose suppression required strong Police action.

Police Welfare.

By the end of the year the affairs of the "Police Co-operative Society" had been thoroughly overhauled, and a satisfactory start made with the rehabilitation of Police Canteens and the replacement of vanished sports equipment.

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Another matter put into effect was a scheme for representative Welfare Committees for Inspectors, Subordinate Police Officers and Constables, and for Detectives. By the end of the year 32 of these Committees were established and about a third of that number had begun to function satisfactorily.

In almost all aspects of Police Welfare, finance is the governing factor, and progress is therefore much slower than could be wished.

Awards to Members of the Force.

The following awards were made during the year :

The King's Police Medal—for Gallantry 2 ; for Distinguished Service 3 ; the Colonial Police Medal—for Gallantry 6 ; for Valuable Service 3 ; The British Empire Medal—Military Division 1 ; Civil Division 1.

Casualties.

In the course of the year the following casualties were sustained :

Killed—	Wounded—
1 Inspector.	2 Gazetted Officers.
6 Police Constables.	1 Inspector.
1 Extra Police Constable.	5 Police Constables.
3 Detectives.	1 Detective.

Conclusion.

As the year progressed, public confidence in and respect for the Police Force showed a definite increase, and it is pleasing to record that on a number of occasions members of the public were rewarded or granted letters of thanks for their willingness in assisting the Police.

Penal Administration.

The number of Prisons in the Malayan Union is 15 but it has not yet been found possible to classify a number as being solely Convict Prisons. It is proposed eventually to classify five of the number as Convict Prisons which will house all prisoners serving long sentences.

The prisons continue to be overcrowded and whilst estimates of costs of building are prohibitive are likely to remain so. An example is provided by an estimate of the cost of building a small prison to house 200 prisoners which, excluding the cost of staff quarters, exceeded one hundred thousand pounds.

Progress has been made with rehabilitating the prisons at Taiping, Kuala Lumpur and Batu Gajah, and improved safety measures, lighting, etc., are being provided. The rate at which improvements can be carried out is dependent on finance but within the limits imposed considerable progress has been made particularly in restoring the security of the prisons.

It was not until the latter part of the year that any sign of decreasing criminal activity was apparent from the numbers admitted to prisons.

The daily average number of prisoners for 1946 was 3,302 and for 1947, 3,497. The total number of persons in prisons at the beginning of the year was 3,294 and at the end 3,579.

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Crime amongst women was almost negligible and there has been no increase in numbers of women prisoners since pre-war days. Female prisoners are kept entirely separate from male prisoners and are given such work as sewing, laundry and gardening.

The female prison staff consists of 6 Matrons and 11 Wardresses out of a total staff strength of 799.

Arrangements for dealing with juvenile delinquents are still at an early stage of development. The Juvenile Courts Ordinance of 1947 was enacted during the year but has not been enforced owing mainly to shortages of Magistrates and trained officers.

In September, Muar Prison in Johore was set aside for the reception and training of delinquent youths. Young offenders were sentenced to gaol and immediately transferred to Muar on a warrant issued by the Commissioner of Prisons. The number of persons under 16 years of age committed to prison was only 69.

It is hoped to open a large scale advanced approved school in Perak in the near future.

Vocational training continued in prison workshops; printing, book-binding, tailoring and carpentry are the main industries. Instructors are available in the larger prisons but there are still difficulties in obtaining tools and materials.

There has as yet been no recreation or physical training but it is hoped to start this in the larger prisons, in particular Taiping. Libraries were lost or destroyed during the Japanese occupation and are being gradually recommenced with welcome assistance from individuals and societies.

Assistance was provided to Prisons Department by the Department of Social Welfare and the Women's Service League. The former by assisting with the after-care of discharged prisoners and by visiting necessitous families of serving prisoners; the latter by obtaining books for prison libraries.

Prisoners Aid Societies were also of assistance.

Chapter X.

PUBLIC UTILITIES.

Electricity.

During the year 1947 the Electricity Department, as a result of insufficient generating plant in nearly all its undertakings, continued to be in the unenviable position of being unable to meet the rapidly increasing demand for electricity.

At the end of the year the waiting list of large power consumers for connection in 1948 in Kuala Lumpur district alone showed a total of 14,450 k.w. In addition, applications were received for a further 13,080 k.w. of connected load up to the end of 1950. The maximum capacity of the main Kuala Lumpur Station was limited by boiler capacity to 9,000 k.w. and the station was fully loaded during the year.

In spite of the disappointing slowness of deliveries of materials from the United Kingdom, considerable progress was made towards obtaining the maximum possible output from existing plant by the

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ingenious use of local resources. As in 1946, restrictions had to be continued and as the demand for power overtook the generating capacity, load shedding had to be resorted to towards the end of the year by several undertakings including Kuala Lumpur.

It is satisfactory to record that, even under adverse circumstances, the total units generated by Bungsar Power Station, Kuala Lumpur, in 1947 was 70,824,519, giving an average monthly figure of 5,902,043 units as compared with 45,449,204 units for the period April to December, 1946, giving an average monthly figure of 5,049,911 units. Further, the total units generated and purchased by the Department in 1947 was 102,533,237 units, giving an average of 8,544,436 units per month as compared with 63,985,899 units for the period April to December, 1946, giving a monthly average of 7,109,544 units.

The average monthly increase in units generated and purchased in 1947 was therefore 1,434,892 units.

The electricity supply position for heavy industries in Selangor, especially for tin mines, was critical throughout the year and is likely to remain so until the first half of the new Connaught Bridge Steam Power Station, comprising two 20,000 k.w. generating sets, is put into commission. It is hoped that this will be achieved by the end of 1950.

A considerable amount of the work of preliminary investigation was carried out at the Connaught Road site. The turbo-generators and boilers were in process of manufacture in England during the year.

Four boilers at Bungsar Power Station were converted from coal to oil-burning during the year. This conversion was essential for two main reasons ; firstly on account of the expense of rehabilitating the worn-out coal and ash handling plant, and secondly to enable Bungsar to take its place as a standby station for Connaught Bridge, capable of carrying at short notice a load up to 20,000 k.w.

One 1,000 k.w. steam turbo-generating set, surplus under the final scheme for the Selangor electricity supply, was sold to Penang Municipality in order to alleviate, to some extent, the critical position in Prai Power Station, where only 9,000 k.w. of generating plant was available for the supply to the Island of Penang and part of Province Wellesley.

During the year the Department's numerous smaller undertakings throughout the Malayan Union, containing sixty-three diesel engine-driven generating sets, were brought up to the highest state of efficiency that existing conditions would permit. Less than ten per cent. of the spare parts ordered arrived, so that, in many cases, recourse had to be made to local purchase and manufacture to keep plant in operation.

Owing to the high cost of fuel, increase in wages, excessive consumption of lubricating oil and shortage of plant, many of the diesel stations failed to show a profit. Of the twenty-nine generating sets ordered in 1945, only eight arrived and three of these were installed and running by the end of the year.

In the 1946 Report of the Electricity Department it was shown that, by 1950, there would probably be a deficiency of approximately 70,000 k.w. of plant. From more accurate information now available

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it is apparent that there will be a definite shortage of 40,000 k.w. of generating capacity by 1949 and an additional shortage of 30,000 k.w. during 1950. In order to try and meet this plant deficiency it would appear necessary to interconnect the new Connaught Bridge Station with the Perak River Hydro-Electric Power Company's system as early as possible. This would reduce the overall capacity of standby plant and release an additional 12,000 k.w. At the same time, arrangements should be made to complete the second half of Connaught Bridge Station, which would then reach its designed capacity of 80,000 k.w. This again would provide a further increase of 40,000 k.w. capacity resulting in a total increase of 52,000 k.w., which would be an appreciable step towards meeting the 70,000 k.w. of plant deficiency.

Hydro-Electric Investigations.

Considerable progress was made in the investigation of hydro-electric possibilities in Cameron Highlands and Fraser's Hill. A hydro-electric surveyor was engaged for the purpose of gauging river flows and assisting in the planning of schemes.

Briefly, the main proposals for Cameron Highlands involve the harnessing of the waters of the Telom and other rivers to supply water power, in two stages, to two high head power stations with an ultimate combined capacity at normal flow of 100,000 k.w. The maximum capacity of the first stage is estimated at 40,000 k.w. and that of the second stage 60,000 k.w.

A smaller scheme for supplying the local requirements of Cameron Highlands by making use of the waters flowing over Robinson Falls was also investigated. The output of this station was estimated at 700 k.w. at minimum flow.

Further investigations were also carried out for a scheme using the waters of the Tranum river for a high head station to supply Fraser's Hill, the villages of Tras and Tranum and other future developments in the surrounding districts. It was estimated that this scheme would provide an output of 500 k.w. which could be increased to 700 k.w. at a later date.

Staff and Welfare.

A number of meetings were held with the Electricity Department Labour Union during the year but the Union's usefulness was somewhat reduced due to internal difficulties. The rules of the Union provide for its control by a Central Executive Council, Regional Committees and Branch Committees. Valiant efforts were made by some of their officials to organise the Union in accordance with these rules with assistance from the Electricity Department but no fully representative body was formed by the end of the year. The reasons for this may be attributed to lack of suitable Union officials in the districts, lack of Union funds and difficulties in finding time to permit extensive travelling by organising officials. An atmosphere of suspicion was also created by certain undesirable elements against some of the Union officials.

Up to November, meetings were held at fairly regular intervals between representatives of the Staff and members of the Kuala Lumpur Branch of the Union. A number of grievances and

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problems affecting the local labour force were discussed and solutions found.

Two Canteens, one at Bungsar Power Station and one at Gombak Lane are provided in Kuala Lumpur. During the year a Mobile Canteen, constructed from an old Army Ambulance vehicle, was also provided for use by men working on breakdowns of long duration and far from their homes.

The Electricity Departmental " Kilat " Clubs which were in existence before the war in Kuala Lumpur, Ulu Langat, Ipoh, Taiping and Seremban have been reopened. These Clubs are managed by the employees themselves under the guidance of the Electrical Engineer in charge of the station who officiates as President. Membership is open to all employees of the Department. A small " Kilat " Club was also started at Kuantan.

Electricity Department Labourers' Co-operative & Credit Societies which existed prior to the war were reopened in Ipoh on the 11th November, 1946, and in Seremban on the 22nd April, 1947. An attempt was made to revive a similar society in Kuala Lumpur in March, 1947, but without success.

Water Supplies.

There are 99 Public Water Supplies operated by the Public Works Department, serving an aggregate population of approximately 1,067,000. Much pumping equipment, ordered in the planning stage or immediately on re-occupation, has failed to arrive, and several important supplies, notably those serving Alor Star and Kluang, were still functioning inadequately on this account. The supply of chemicals, through local agencies, has improved considerably, and no longer presents the problem it did in 1946. In general, conditions have steadily improved during the year.

Drainage and Irrigation.

The major part of the work of the Department of Drainage and Irrigation is concerned with promoting the increased cultivation of rice in close co-operation with the Department of Agriculture. Its sphere of operations include land drainage, river conservancy, flood prevention and the control of soil erosion.

In spite of shortages of staff and of equipment and delays in deliveries of plant, satisfactory progress was made on the various schemes interrupted by the war and considerable advances made in combating the deterioration which occurred as a result of misuse and neglect by the Japanese.

The increase in the area under wet padi during 1947 was estimated to be some 87,000 acres. The principal new areas developed during the year were the Tanjong Karang Scheme, the Sungei Manik Scheme Stage IV, the Endau Scheme Stage I and the Kahang Scheme. These four schemes account for a total area allotted to settlers in 1947 of 15,166 acres, showing an increase of 8,697 acres over the 1946 figures.

The cost of rehabilitation carried out on irrigation works during the year totalled $328,400. New construction works cost $968,000, maintenance $781,900 and the total sum spent on irrigation was $2,078,300.

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New construction work on Land Drainage was confined to the continuance of two pre-war projects at Sri Menanti in Negri Sembilan and Senggarang in Johore at a cost of some $170,106. Rehabilitation and maintenance of Land Drainage cost $223,614 and $236,752 respectively.

River conservancy works were carried out under the following general classifications: Flood Mitigation, River Deviation and Silt Retention works connected with mining operations, and General Maintenance of Natural Waterways.

Severe floods occurred towards the end of 1947 on the largest scale since the catastrophic floods of 1926 and caused considerable damage to property and to irrigation works in Pahang, Perak and Johore. The Flood Prevention Schemes at Kuala Lumpur, Ipoh and Tanjong Malim were again instrumental in preventing what would otherwise have been serious flooding in each town.

Although the more urgent work on River Deviations has been attended to, the neglect of such work during the war years is likely to remain a source of anxiety in some of the main rivers for several years to come. The menace of silt released both by injudicious agricultural projects and by improper mining methods remains a serious threat to the main drainage of the countryside.

The rehabilitation works of river conservancy needing urgent attention cost $208,786 and maintenance charges amounted to $564,654, while new works cost $13,300.

Broadcasting.

Licensing of radio receivers was introduced in June, 1947, and the number of licences at the end of the year was 11,043. Of this number 5,787 were held by Chinese, 1,912 by Indians, 1,696 by Europeans and 1,544 by Malays.

The licence fee for a radio receiver is $12 (28 shillings) per annum so that revenue from this source in the Malayan Union was $69,444.

The year's expenditure of the Pan-Malayan Department of Broadcasting on administration, programmes and transmissions was $1,153,552 of which sum the Malayan Union liability has not been finally decided upon.

Programmes were broadcast by Radio Malaya daily from stations at Penang, Kuala Lumpur, Seremban, Malacca and Singapore in the following languages—Blue network, English and Malay; Red network, Chinese and Tamil. The daily average number of hours of broadcasting in each language was English 5.1 hours, Malay 3.1 hours, Chinese 4.25 hours, Tamil 2.75 hours.

Details of the approximate proportion of radio time allocated under various headings are available in the case of the Singapore Station as follows:

	News.	Talks.	Entertainment.
	%	%	%
English ..	10 ..	3 ..	87
Malay ..	16 ..	5 ..	79
Chinese ..	18 ..	4 ..	78
Tamil ..	18 ..	6 ..	76

The Chinese programmes are divided between Mandarin, Cantonese, Hokkien and Kheh.

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View of the pre-fabricated houses, Kuala Lumpur.

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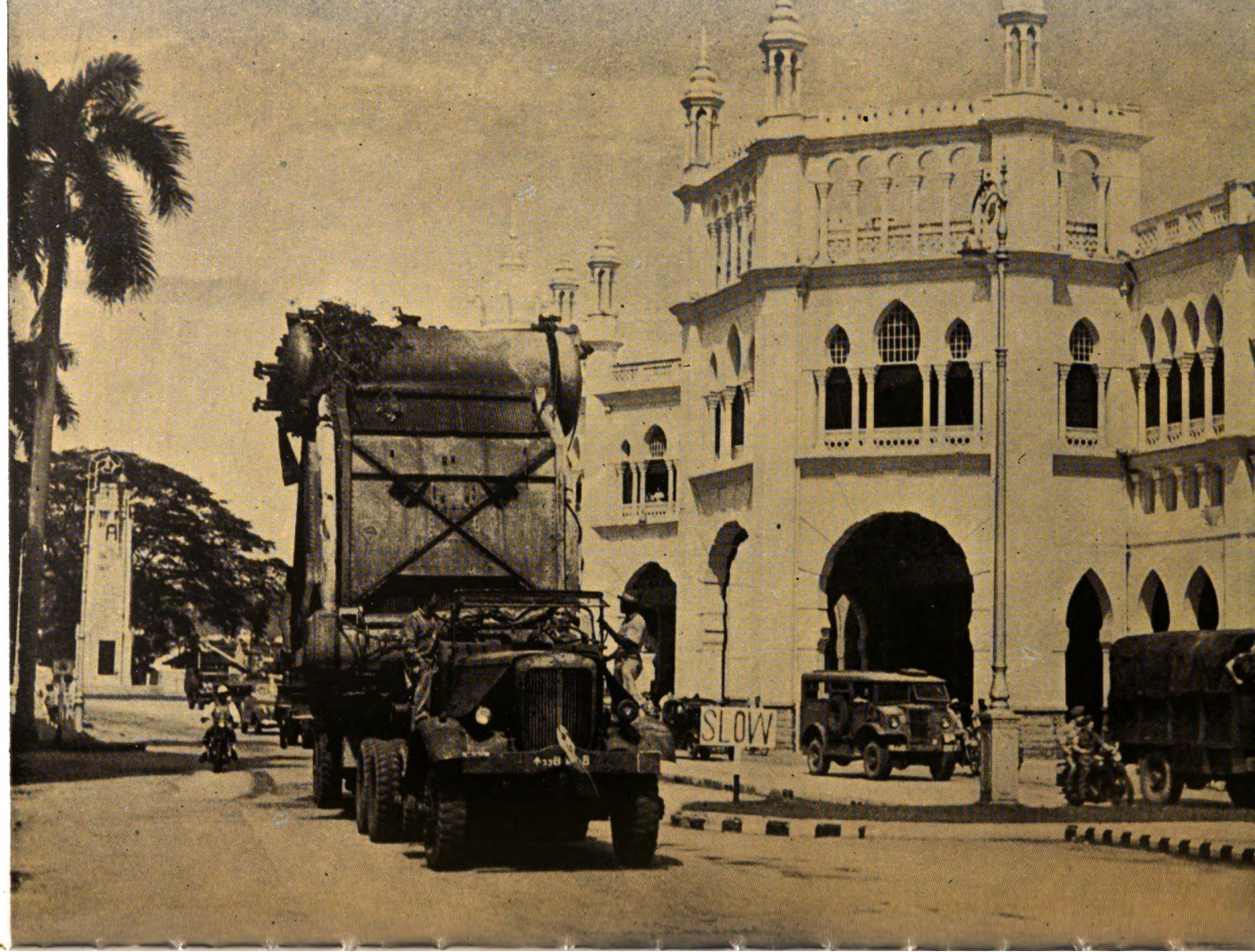
The new boiler passes in front of the Kuala Lumpur Railway Station on its way to the Bungsar Power Station.



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Broadcasts to schools were continued throughout the year. All were originated in Singapore and relayed by the stations at Kuala Lumpur, Penang, Malacca and Seremban. There were 72 receiving sets in English schools, 20 in Malay schools and 26 in Chinese schools at the end of the year ; a total of 118 receivers.

The total number of hours of school broadcasts was 290 hours of which some 105 were to English schools, 108 to Chinese schools and 76 to Malay schools.

The Advisory Council on Broadcasting met once during the year. Amongst their recommendations was that the service of local news broadcasts should be expanded. This presented difficulties but with the co-operation of the Department of Public Relations it was to a limited extent possible to do so by the end of the year.

Apart from receivers in Information Centres throughout the country no facilities yet exist for community or village listening. The question of providing such facilities is under review.

Fire Services.

After consideration and investigation it was decided that the Fire Services Department should cease to be a separate Department of Government and that control of the various fire brigades should revert to the local authorities. By the end of the year all staff below and including the rank of Station Officers had been transferred to the local authorities as had appliances and equipment.

The total number of Fire Stations in the Malayan Union is 53 and there was a total of 436 calls on their services during the year, of which 42 were false alarms. The total loss by fire for the period is estimated at $803,670.

CHAPTER XI.

COMMUNICATIONS.

Roads.

The road system of the Malayan Union is 6,076 miles in length and is composed of the following mileages and types of road :

Class.	Description.	Mileage.
A	1. Concrete surface	19
	2. Metalled surface grouted or sealed with bitumen	3,959
B	Metalled surface waterbound	368
C	Hard surface bitumen sealed	188
D	Hard surface waterbound	856
E	Earth surface	686
	Total ..	6,076

On this system, in addition to, and closely connected with, the process of normal maintenance, for which financial provision is made on an annually recurrent basis, there is in operation a

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programme of reconditioning, by which it is hoped to overtake within a limited period the depreciation resulting from neglect during the years of Japanese occupation. Provision for this is treated as special expenditure.

The total expenditure of these linked programmes of maintenance and rehabilitation in 1947 was $18,025,208 as compared with $8,123,141 in 1946, an increase, allowing for a nine months year in 1946, of some 66⅔ per cent. This expenditure included 356 miles of re-surfacing and 177 miles of surface painting. These figures represent rates of output 2.4 and 1.3 times those achieved in 1946.

In general, modern traffic is not only greater in volume than it was before the war, but the impact of individual units on the road surface is heavier, and wear and tear greater. A three-day traffic census taken in Johore in June revealed that load intensities have increased 2.28 times since 1938, and the numbers of vehicles by 22 per cent. Another census taken in Pahang in July-August showed that, on almost all the roads in that State, the traffic intensity had increased between 70 per cent. and 120 per cent. in comparison with the census figures of 1935. The loss of the railway from Mentakab to Kuala Lipis may account in part for this increase.

The more backward road systems of the eastern States continued to show improvement. One hundred and fifty-six bridges were repaired in Kelantan during the year, 735 ft. of old bridging replaced, and five culverts renewed. Of these, eight bridges totalling 320 ft. were on the Coast Road and four on that from Kota Bahru to Kuala Krai. The major item of bridge replacement in this State, the Sungei Nal suspension bridge, had to be postponed, as the steel work from the United Kingdom had not arrived.

The coastal road has improved slightly during the year in all three eastern States. The section from Kuantan to Kemaman is now considered to be capable of carrying lorry traffic under normal monsoon conditions. The central section, between Kuantan and Pekan, has suffered severely from neglect, and rehabilitation has been slow on account of the greater traffic needs of the main Kuala Lipis Road. South of Pekan, and as far as Nenasik the Japanese track is being restored to use by reconstructing the large number of timber bridges required in that section. One thousand feet of bridging have been provided, at an average cost of $70 per lineal foot.

The most pressing bridging requirement in the northern area, the replacement of the 37-year old timber pontoon bridge at Permatang Pauh is being met by a project for reinforced concrete pontoons carrying Bailey superstructure. This decking is carried on eight reinforced concrete pontoons and consists of two double/single shore spans of 120 ft. each, two single/single intermediate spans of 80 ft. each, and a central opening span of 50 ft. A tender was let in November, and construction was well under way by the end of the year.

In Perak 1,166 miles of road were maintained at an average rate per mile per annum of $2,875. Seventy-four miles or about 6.6 per cent. were re-surfaced and a further 46 miles surface treated.

The most important item of bridge rehabilitation in this State was the reconstruction of two spans of the Iskandar Bridge, across

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the Perak River between Ipoh and Kuala Kangsar. Certain special steel parts having been received from the United Kingdom, the work of re-erection, on timber false work rising from the bed of the river, was let to contract and was approaching successful completion by the end of the year.

Road Transport.

During 1947 there has been a steady increase in the number of mechanically propelled vehicles registered throughout the Union, the total increase of vehicles of all classes being 8,373. A comparison with the year 1940 shows that there were 2,799 more vehicles registered in the Union at the end of 1947 than were registered before the war in the area which now comprises the Union. The present total of 33,315 vehicles includes 4,330 motor cycles, 13,714 cars, 1,447 buses, 1,234 taxis and 12,141 goods vehicles (including 3,252 goods vehicles owned and operated by Government).

Bus services now operate over 6,490 miles of road which comprise all major and most of the minor roads in the country. The majority of the buses in operation are of modern construction. Over 400 new buses were built and placed in operation during 1947.

It is calculated that over 95,000,000 passengers were carried during the year at fares which ranged from 3/4 cents per passenger mile for rural services to 4/5 cents on certain town services, or where rough roads had to be traversed in newly developed areas.

There were 1,500 goods vehicles operating as public carriers, over 900 as limited carriers and 4,260 as private carriers. All commercial vehicles are periodically examined by officers of the Road Transport Department in the interests of safety. Over 6,000 commercial vehicles were so examined during the year.

The total revenue collected by the Road Transport Department from registration and licensing of mechanically propelled vehicles and drivers amounted to $6,253,462 for the year 1947.

The Road Transport Proclamation and the subsidiary Regulations made pursuant to the rule-making powers conferred by the Proclamation continued to be the legal frame-work governing the licensing and operation of all mechanically propelled road vehicles in the Union. A comprehensive road traffic ordinance to take the place of the Proclamation Law has been drafted and is under discussion with the various Departments affected by its intended provisions.

During the year it was found possible to de-control the sale and transfer of all classes of motor vehicles and of the internal sale and distribution of spare parts and equipment including tyres and tubes. Control over export of motor vehicles was retained and it was also necessary to maintain petrol rationing throughout the year.

The price of petrol in all areas, except Pahang and the East Coast, where transport costs necessitate an increase, at the beginning of the year was 90 cents per gallon. In April this rose to 97 cents per gallon and with the introduction of an increased tax on petrol from July 1st, the price rose to $1.30. A further increase of ten cents per gallon was made in September so that at the close of the year the price stood at $1.40 per gallon.

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Railways.

The Malayan Railway, the new title of the undertakings formerly known as the Federated Malay States Railways and the Johore State Railway, forms a vital part of the communications of the country, and is owned by the Government of the Malayan Union.

The main line runs from Singapore in the south to Prai in the north opposite Penang Island. A branch line runs from Bukit Mertajam (five miles south of Prai) to Padang Besar on the Siamese border, where connection is made with the Royal State Railways of Siam. Branch lines connect the main line to ports at Port Dickson, Port Swettenham, Teluk Anson and Port Weld, the branch to Teluk Anson, 18 miles long, having been reconstructed after its removal by the Japanese.

The East Coast line which ran from Gemas to Tumpat in Kelantan and established a second connection with the Royal State Railways of Siam at Sungei Golok was partly dismantled by the Japanese. Track and bridging between Mentakab and Krai (200 miles) were removed during the occupation and re-laying of this section was continued during 1947.

Revenue.

Gross and Net Revenue for the year were the highest in the history of the Railway, the figures being as follows :

	$
Gross Revenue	33,323,994
Gross Expenditure	26,188,809
Net Revenue ..	7,135,185

Operating Results.

Comparative results of working in 1946 and 1947 are given below :

Item.	Unit.	1947 monthly average.	1946 monthly average.
Route miles open to traffic ..	Miles	810	792
Passenger mileage	,,	88,040	81,745
Passenger journeys	Numbers	367,400	475,900
Average receipt per passenger journey	$	2.05	1.69
Goods train mileage ..	Miles	118,900	105,400
Paying goods tonnage ..	Tons	115,750	96,130
Paying goods ton mileage ..	Thousand ton-miles	13,924	13,130
Port Swettenham, Imports	Tons	28,200	26,700
Exports	,,	20,800	11,400
Prai, Imports	,,	15,500	15,803
Exports	,,	12,900	8,925

Operating Costs. Staff.

The cost of both salaried and wages staff increased substantially during the year, the former as a result of increased Cost-of-Living allowances operative from the 1st December, 1946, and the latter

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as a result of the introduction of new basic wage rates and temporary allowances from the 1st August, 1947, following the report of the Joint Wages Commission.

Cost-of-Living allowances for salaried staff equalled 35 per cent. of basic salaries, whilst for wages grades the new daily total rates range from 180 per cent. to 330 per cent. above the 1939 level.

Stores.

The cost of all stores has increased substantially and imported items show increases ranging up to three times the pre-war cost.

Coal.

The price of local coal supplies increased during the year to $20.50 per ton at pithead, three times the 1941 price.

Sleepers.

Local timber sleepers which cost $2.30 per sleeper pre-war cost an average price of $6.30 each during the year. The price of other timber was at a similar high level.

Rates and Fares.

As a direct result of the increased operating costs, increased levels of rates and fares were inevitable. At the end of the year passenger and parcel rates were 100 per cent. above pre-war levels, whilst charges for goods traffic have been increased by amounts varying between 50 per cent. and 66⅔ per cent.

Maintenance. Track and Signalling.

Track was maintained in a safe condition for the reduced maximum speed of 35 miles per hour. Shortage of sleepers and labour will prevent a restoration of the pre-war maximum of 45 miles per hour before the end of 1948. The restoration of signalling installations and of the telecommunication facilities on the Railway has been greatly impeded by delays in delivery of the necessary materials.

Locomotives.

The stock of steam locomotives at the end of the year was :

Main Line (tender and tank)	171
Shunting	36

Negotiations were in progress for the disposal of 16 military type tender locomotives.

At the Workshops 64 heavy and 34 minor repairs to locomotives were undertaken, whilst 27 new locomotives were erected and placed into service. At the end of the year 57 heavily damaged locomotives were still in storage awaiting major repairs, and the programme was handicapped by delays in receiving essential material.

Coaching Stock.

The stock at the end of the year was as follows :

In traffic	211
Awaiting repairs, etc.	107
	318

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Seventy-one heavy and fifteen minor repairs to coaches were carried out at the Workshops during the year. The condition of coaching stock on important passenger trains was substantially improved during the year and buffet and sleeping cars are now provided on main line through trains.

Wagons.

The stock of wagons at the end of the year was 3,809 four-wheeled vehicles and 1,268 bogie vehicles.

During the year, 1,940 wagons were repaired at the Workshops. The first deliveries of new wagons, of which almost 1,000 units were ordered in England in 1945, took place at the end of the year.

Staff.

The number of Railway employees at the end of the year was approximately as follows :

Europeans	100
Eurasians	250
Indians and Ceylonese	9,250
Chinese	1,200
Malays	2,500
Others	200
Total	13,500

Of these, 3,500 were on monthly salaries and 10,000 on daily rates of pay.

Trade Unions.

Six Railway Trade Unions have been formed, each representing a different section of Railway employees, and are recognized by the Railway Administration for purposes of negotiation.

Machinery of Negotiation.

Meetings are held monthly at all main Railway centres, at which any employee can present any grievance he may have to a District Railway official. These meetings serve a useful purpose, but their replacement by a more comprehensive form of machinery for negotiation between the Administration and the Trade Unions and employees was pursued during the year.

Housing.

One hundred and ninety-one staff quarters of all classes were either reconditioned or rebuilt during the year in addition to the general maintenance programme. There remains a severe housing shortage, particularly at the main Railway centres.

Welfare.

Twenty-one Railway staff canteens have been provided at main Railway centres, and one Railway Shop. Railway staff Institutes throughout the line were re-opened after restoration of playing fields and repairs to buildings, and by the end of the year 17 were functioning as compared with the pre-war total of 20.

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Reconstruction.

Track.

In Kelantan restoration work was carried out between Sungei Kusial and Krai, which included work on the repair of the major Guillemarde and Sungei Nal bridges. In Pahang re-laying operations north from Mentakab continued with a specially constructed track-laying train. It is anticipated that the sections Sungei Kusial to Krai and Mentakab to Kuala Krau, a total of 34 miles, will be opened for public service on the 1st April, 1948.

Workshops and other Building.

Substantial progress was made in clearing wreckage and debris and restoring facilities at the Sentul Works and the Kuala Lumpur locomotive and carriage shed areas which were partially destroyed by Allied bombing. Complete restoration will not be completed before 1950.

Ports.

Work proceeded during the year in the clearance of wrecks from the Coastal Wharf at Port Swettenham. Work was continued concurrently on the reconstruction of the wharf itself which, when completed, will be 600 feet long, have direct rail access and provide much needed additional wharf accommodation.

Restoration of the passenger jetty proceeded during the year together with much general restoration, both of wharves and other port facilities. Investigations by Consulting Engineers in respect of improved port facilities both at Port Swettenham and Prai were in progress during the year.

Marine.

There was a considerable increase in the total tonnage of vessels entering Malayan Union ports during the year. Five thousand, seven hundred and sixty-eight ships entered and were cleared at the ports with a total tonnage of 10,127,546 tons : the tonnage cleared in 1946 was 4,676,731 tons.

Local craft to the number of 62,742 entered and were cleared, their tonnage being estimated at 1,223,113 tons.

The work of repairing and improving the coastal lights and that of clearing wrecks proceeded satisfactorily during the year.

Posts.

By the end of 1947 186 post offices and 105 postal agencies were in operation. Three hundred and ten licences to sell stamps and 503 posting boxes provided postal facilities at places distant from post offices. One thousand, eight hundred and twenty-two officers of all grades were employed.

The administration of postal services was considerably facilitated and uniformity attained by the introduction of a new post office ordinance and post office rules covering the whole of the Malayan Union replacing the various regulations previously operating in the States and Settlements.

On the 1st January, 1947, various postal charges were increased notably the inland rates from 8 cents to 10 cents for the first 2 ozs.

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for letters and 2 cents to 3 cents per 2 ozs. for printed matter. Parcel post rates were also increased to cover increased charges for conveyance.

The improvement in the economic situation was reflected in increases in business in all branches of the service. The number of postal articles dealt with was 49,102,109 compared with 38,708,514 in the previous year. Cash transactions at post offices increased from $292,237,188 in 1946 to $312,559,631 in 1947.

Pre-war Straits Settlements postage stamps overprinted "BMA" continued to be used throughout the year. Arrangements are being made to issue new stamps for each State and Settlement in 1948.

Postal communications are rapidly improving after the war. The introduction of an internal air service by Malayan Airways Ltd., between Singapore-Kuala Lumpur-Ipoh-Penang-Kuantan and Kota Bharu and the use of the Lancastrian and Constellation air services between the United Kingdom, India, Singapore and Sydney have considerably accelerated air mail correspondence. The average time taken at the end of the year for surface mail between the United Kingdom and Malaya was 28 days and for air mail five days.

The money transmission service of the post office was used to a very large extent. Three hundred and ninety-nine thousand, four hundred and twenty money orders valued at $38,626,257 were issued and 214,031 valued at $20,230,536 were paid during the year.

All post offices transact Savings Bank business. The total number of depositors at the end of the year in Malayan Post Office Savings Banks was 253,783 and the total amount on deposit was $58,745,643. Transactions in the Savings Banks amounted to $43,072,435 deposited and $30,269,290 withdrawn.

Clubs for the promotion of the physical and intellectual advancement of postal staff have been opened and are operating in Kuala Lumpur, Ipoh, Penang and Taiping. In addition there is a holiday bungalow at Penang for the use of the clerical staff of the Postal Department.

Telecommunications.

The office of the Director-General of Telecommunications, Malayan Union and Singapore, and the main Departmental Stores and Workshops are situated in Kuala Lumpur. The peninsula is divided into five Regions, each in charge of a Regional Controller, while in Singapore there is a Director of Telecommunications who is directly responsible to the Government of the Colony on local matters. The Controller of Telecommunications (Finance) at the headquarters in Kuala Lumpur has executive functions in both the Malayan Union and Singapore.

The Department is responsible for the provision and operation of telecommunications services on behalf of the public and other Government Departments. The various services are dealt with separately in succeeding paragraphs.

The increasing flow of materials, plant, equipment and stores of every description made it possible to complete a great deal of

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permanent rehabilitation work and to effect expansion of services to such an extent that at the end of the year the total volume of traffic handled exceeded that for any previous year. Even so, at the end of the year there was still a considerable unsatisfied demand for facilities, which calls for continued development of the system during the coming years.

A limiting factor in the general progress has been the shortage of trained staff for technical duties. This is being overcome by taking energetic measures to conduct intensive training courses and introduce correspondence classes.

Telegraph Services.

The number of major telegraph offices and Railway telegraph agencies operated by the Department remained unaltered at 25 and 77 respectively, while the number of minor telegraph offices was increased by 21 to 180.

A public teleprinter service with six subscribers was introduced on the 21st March between Kuala Lumpur and Singapore. This service provides for the renting by subscribers of teleprinter instruments at their premises, and the use of telegraph trunk circuits between Kuala Lumpur and Singapore as and when desired, a trunk call fee, based on an hourly charge, being levied for such calls.

The "Urgent Telegram" service was restored on the 1st September to British Empire destinations and certain foreign countries.

A sixteen-channel Voice Frequency Telegraph system was installed early in the year between Singapore and Kuala Lumpur. Three three-channel systems were also brought into operation, two working between Kuala Lumpur and Ipoh and one between Ipoh and Penang. In addition an eight-channel system was provided between Kuala Lumpur and Penang, bringing the total number of V.F.T. systems working in the country to ten.

The total number of telegrams sent and received was 1,581,149 compared with 1,209,382 during the period 1st April-31st December, 1946. The revenue derived from these services amounted to $1,630,323.

Telephone Services.

The total number of telephone instruments in service increased by approximately 20 per cent. to 13,657 at the end of the year; when there were still 5,029 applications for telephone service outstanding.

Ten rural automatic, nine Central Battery and nineteen magneto exchanges were replaced ; seven rural automatic, six Central Battery and six Magneto exchanges were opened for service, and extensions were made to two rural automatic, nine Central Battery and five Magneto exchanges.

A great deal of regrouping of carrier telephone systems has been carried out to conform with traffic requirements and reconditioned carrier equipments have been brought into service. At the end of the year a total of twenty-nine separate systems were in operation and have produced a marked improvement in the long distance communication.

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During the year approximately 4,000 miles of overhead conductors were erected and 300 miles of pole route were built. In addition 18 miles of underground cable were laid.

The trunk and junction network was extended during the year by 18 major trunks, 30 minor trunks and 63 junctions.

Further progress was made in the rehabilitation of the overhead routes as a result of which interruptions have been reduced to reasonable proportions and the quality of transmission has been much improved.

A surcharge of 25 per cent. on all telephone accounts was introduced on 1st July, 1947, and total revenue for the year for telephone services amounted to $3,566,427.

Radio.

The chief feature of note during the year has been the marked increase in the demand for Radio Communication Services. Although owing to various factors outside the control of the Department it has not been possible to satisfy all these demands, satisfactory progress has been made in the rehabilitation of radio installations, the development of new services and the consolidation for of those services already restored.

Coast Services.

The Coast station at Penang provided services for continuous listening watches for distress messages from ships at sea; for the broadcasting to ships of warnings relating to the safety of navigation; and for the passing of normal radiotelegraph traffic to and from ships at sea. In addition, Radio Telephone Equipment was installed at the Coast Station at Kuala Trengganu for the operation of short range Radio Telephone Services to ships operating within the coastal waters of Malaya. The Coast stations handled 4,737 messages during the year compared with 1,787 during the last nine months of 1946.

Fixed Radio Service messages handled increased from 86,602 in the period of 1st April, 1946, to 31st December, 1946, to 357,355 during the year 1947.

Radio Telephone Services.

A Radio Telephone Service was brought into operation between Kuala Lumpur and Kuala Lipis. This service operates at very high frequencies and provides for three simultaneous speech circuits through a relay station at Fraser's Hill. It is hoped to extend the system to the East Coast as soon as staff and accommodation are available.

Aeronautical Services.

Facilities have been provided for aircraft operating on the Malayan Internal Airways between the airports at Singapore, Kuala Lumpur, Ipoh, Penang, Kuantan and Kota Bharu. These facilities provide communication between airports for passing information regarding flights, communication between the ground and aircraft in flight, and navigational aids. A total of 23,546 aeronautical radio messages were handled by the Department in the Malayan Union.

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Meteorological messages totalling 18,410 were passed during the year in connection with services provided for the Director of Meteorological Services, Malaya.

Press reception on behalf of Press Agencies continued but the number of words taken down showed some reduction at 4,829,303 as a result of the grant of licences to certain Agencies to receive their own messages.

Police Radio Telephone systems at Kuala Lumpur, Ipoh and Penang continued to be maintained by the Department.

Railway Telecommunications

have continued to be the responsibility of the Telecommunications Department, and every effort has been made to rehabilitate the plant and equipment to ensure complete efficiency in working, a vital condition closely associated with the safety and smooth functioning of the railway system.

With the erection of arms and 98 miles of 200 lb. copper conductor for the Train Control telephone system, the rehabilitation of overhead routes in Kedah was completed. As far as the remainder of the system is concerned approximately half the work of overhauling and reconditioning the overhead line plant was completed.

Civil Aviation.

In May, 1947, Malayan Airways Ltd., commenced operations with three Airspeed "Consuls", other aerodromes came under civil control, and civil flying operations were re-established in the country.

A daily service between Singapore and Penang, calling at Kuala Lumpur and Ipoh, was the first to be regularly operated. Later, when more aircraft and operating staff became available, services were extended to Kota Bharu, Kelantan, and Kuantan, Pahang. Still later in the year, a number of converted Douglas "Dakotas" became available, and these replaced the Consuls on the principal routes.

Malayan Airways Ltd. Air Traffic.	(May-Dec., 1947. All M.U. aerodromes).
No. of passengers landed	2,930
No. of passengers embarked	2,757
Mail landed	7,005 kg.
Mail loaded	8,218 kg.
Freight landed	2,564 kg.
Freight loaded	2,900 kg.

Bayan Lepas remained throughout the year the only designated land (Customs) Airport in the Malayan Union, and was used on frequent occasions by aircraft on charter and delivery flights, and as a refuelling stop by aircraft on the international route through Malaya.

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As aerodromes were taken over from R.A.F. control, their rehabilitation and maintenance were in turn taken over by the P.W.D.; Flying Control, Telecommunications (Radio) and Meteorological services were provided by the Departments of Civil Aviation, Telecommunications, and Meteorology. A point-to-point W/T network, Aerodrome Ground Control (R/T), and a number of M.F. Radio Beacons were established with equipment taken over from R.A.F. sources.

The Aviation Weather Service, which had earlier been re-established in Singapore, was extended to all civil aerodromes, and twice-daily weather forecasts and a route-forecast service were available from the inauguration of the internal air services. The Forecasting Centre remains for the present at Singapore, but it is hoped to establish an additional Centre at Kuala Lumpur in the near future.

The Kuala Lumpur Flying Club commenced flying for the first time since the war in September.

Chapter XII.

CULTURAL ACTIVITIES.

Plans were drawn up and approved for the rebuilding of the Kuala Lumpur Museum but it appears unlikely that funds will be available for this purpose for some years. In the meantime the books and exhibits which survived the bombing of the Kuala Lumpur Museum are housed in the Taiping Museum the contents of which have also suffered deterioration as a result of the Japanese occupation.

The advent of a representative of the British Council was welcomed but the initial difficulties of accommodation and finance limited the extent to which the Council could undertake the very considerable task that faces it. Council scholarships to Britain were made available on a limited scale. Plans were made to increase the scope of Council activities in 1948.

An exhibition of British books was arranged in Kuala Lumpur, Penang and Ipoh by the Department of Public Relations and proved exceedingly popular.

" Mulberry " Harbour Exhibition was also staged during the year by the Department of Public Relations with the co-operation of the Services and drew large crowds.

All-communities concerts in Kuala Lumpur were run during the year by an energetic local committee who with the local artistes gave their services voluntarily. One of the best of these concerts was held in the open air on the occasion of Victory Day.

A Film Society was inaugurated during the year and steps taken towards the establishment of a Federal Film Library.

At the Malayan Agri-Horticultural Association's Exhibition at Kuala Lumpur a wide variety of artistic work was displayed, from the silver handicraft work of Kelantan to the paintings of local artists. It was evident that with the progressive rehabilitation of the country the arts and crafts were not being neglected.

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PART II.

CHAPTER 1.

GEOGRAPHY AND CLIMATE.

The territories comprising the Malayan Union are situated in the Southern Section of the Kra Peninsula which protrudes at the South-eastern corner of Asia between India and China, between latitudes 1° and 7° North and longtitudes 100° and 105° East. The Union covers an area rather more than twice the size of the Island of Ceylon and slightly larger than England without Wales. The largest of its territories is the State of Pahang, which is twice the area of Lancashire and Yorkshire combined and the smallest is the State of Perlis which is about twice the size of Rutland.

The State of Perlis lies on the North-west Coast of the Peninsula and is bounded by a range of mountains running North and South which separates it from the Siamese Province of Setul. On the East the boundary is with the Siamese Province of Nakon Sridhammaraj and the Malay State of Kedah, which is bordered on the interior by the Siamese States of Songkhla and Patani and by the State of Perak. The Muda River separates it from Province Wellesley.

The State of Perak stretches South from Province Wellesley, Kedah and Siam and is separated from Kelantan and Pahang on the East by the main range of mountains that form the backbone of the Peninsula. On the South, the Bernam River separates the State from Selangor, which is bordered on the East by the State of Pahang and on the South by the State of Negri Sembilan.

Stretching North on the East Coast between the Northern Border of Pahang and the Siamese boundary lie the two States of Trengganu and Kelantan.

In the extreme South of the Malay Peninsula lies the State of Johore. Four-fifths of the surface of the Union is covered by dense tropical jungle. The only generally cleared parts of the country are the long stretches down the West Coast, an area in the North and a number of open stretches up the principal rivers. The State of Trengganu, for example, is divided into sixteen river basins all of which empty into the China Sea.

The Malay rivers at their sources and in their upper reaches are quick flowing often with tortuous rapids and precipitous gorges.

In the lower reaches, the descent is more gradual and the water takes on a muddy hue from contamination with the silt of the plains through which they meander, debouching ultimately through strips of mangrove swamp, particularly on the West Coast.

The two principal rivers of the Peninsula are the Perak and the Pahang, the latter being some ten miles shorter than the River Thames. It springs in the main range of mountains, the highest of which is Gunong Tahan which rises to over 7,000′ at its summit. This and other peaks constitute some of the highest territory South

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of the Himalayas, while there are half a dozen prominencies which would comfortably overshadow Ben Nevis. That part of the country free from the torrid luxuriance of forest and jungle has been developed into great rice-producing areas as in the alluvial plains of Kedah, Perlis, and Kelantan. Other stretches have been scarred by the incisions of industry as in the Kinta valley of Perak, which opens out into a monotonous prospect of silver grey silt, the residum of tin extraction.

The coast line of Malaya extends to over one thousand miles; on the West a practically unbroken succession of mangrove and mud flat with infrequent identations of picturesque bays fringed with coconut palms and the graceful spires of the casuarina. On the East Coast there are long unbroken stretches of sand and surf bordered by a littoral vegetation which lends to it a beauty possibly unparalleled in the tropics.

Within the territorial waters lie the Langkawi Islands off the North Kedah coast rising to over 2,000′ wrapped in wild and rugged beauty. Farther south there is the Island of Penang, picturesque in a different way, whose features have been eulogised by travellers from the earliest histories. The Island of Pangkor off the coast of Perak was once a Dutch settlement but little remains in evidence of this history beneath the vegetation which has long since reclaimed its own.

Finally off the East coast among a sprinkle of beautiful islands there is Tioman with its symbolic silhouette of granite peaks.

Climate.

The principal features of the Malayan climate are copious rainfall, high humidity and a uniformity of temperature which rarely varies during the day more than fifteen degrees. There are no well-defined divisions between the seasons which are marked by the breaking and closing of the South-west and North-east monsoons, the latter of which occurs in the season which corresponds with the Winter in the northern latitudes. Although there are two recognised rainy seasons between June and December and in March and April, during the last seventy years most calendar months have at one time or another been recorded as witnessing the highest annual rainfall of some specific year.

The average monthly rainfall is some 8.0 inches. The average maximum temperature on the plains is 91° and the average minimum 71°. At the Hill Stations conditions are somewhat different. Uniformity of temperature still obtains but the highest temperature recorded at Fraser's Hill (4,200′) is 81° Fahrenheit and at Tanah Rata (4,750′) 79° Fahrenheit. The coolest night temperature recorded at Fraser's Hill is 53° Fahrenheit and at Tanah Rata, 36° Fahrenheit, only 4° above freezing point.

However relaxing may be the humid monotony of the perpetual summer's afternoon which is the Malayan climate, it has the redeeming feature of a cool and not infrequently chilly night which is denied those who live in the greater tropical land masses during the warmer seasons.

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PART II.

CHAPTER II.

HISTORY.

The Aborigines.

The aboriginal inhabitants of that part of the Malay Peninsula which is now known as Malaya, numbering about 30,000 people, are usually divided into two main divisions, Semang, and Sakai of whom the Jakun (formerly considered to be a separate race) are nowadays regarded as a sub-division. These divisions are based upon differences of physical characteristics, differences of language, and differences of geographical location. The date of the arrival of these aboriginal peoples in Malaya is unknown, but it is probable that the Sakai whose original home is conjectured to have been Yunnan and who are akin to many hill-tribes in South China, Indo-China, Formosa, the Philippines, Borneo, Celebes and Sumatra, appeared in this part of the world some thousands of years before Christ. The Semang Negritoes, having racial affinities with the Aeta of the Philippines and the aboriginal inhabitants of the Andaman Islands, may have been earlier arrivals. They roam the jungles in the north of Malaya and are mostly men of the plains. They are regarded as being the lowest in the scale of civilization, and have only a very scanty knowledge of agriculture. The Sakai inhabit the hills and foot-hills south of the Semang. They are of Mongoloid stock. They are semi-nomadic and often live in communal huts. Noteworthy among the Sakai are the Norther Sakai who inhabit the hills which form the boundaries between Perak, Pahang and Kelantan. Owing to the fact that they have lived in the more healthy climate of the hills, free from the encroachment of other races, they have been enabled to develop a physique and a general outlook on life markedly superior to that of their kinsmen elsewhere. The Jakun are to be found in the coastal forests of South Malaya. Originally sea-farers (one branch of them is known as Orang Laut—" sea folk ") in the course of many centuries they have in some cases been forced inland up the rivers. The Sakai (and Jakun) are sometimes described as Proto-Malays and a considerable element in the physical make-up of the civilized Malay is derived from the aboriginal stock. Another element to be found in the racial composition of the Malay in some parts of Malaya is the Indian.

The Indian Period.

About the first century, A.D., Indian traders from the Coromandel coast began to arrive in the Peninsula and in other parts of the Archipelago in great numbers. They came to barter their fabrics, their iron implements, their beads and the like for the produce of the jungle : its gums, camphor, wood and gold-dust. Ptolemy's account of the " Golden Chersonese " is clearly descriptive of the Peninsula about this period.

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In time many of these Indians, accompanied by their skilled craftsmen, such as architects, cloth weavers and workers in metal, settled here and in numerous other places in the Archipelago, inter-married with the aborigines and built towns. In our part of the Peninsula their chief settlement was on the river Merbok in Kedah. This town came to be known in Malay records as Langkasuka. These Indian colonies led the virtually autonomous existence of city-states but, as time went on, they all came under the domination of Sri Vijaya, an Indo-Malay Kingdom, which had its capital, at one period, in Palembang. Later Sri Vijaya shifted its capital, it is thought, to Langkasuka.

The Indians wielded an important influence among the tribes with whom they had contact in the neighbourhood of the towns and the ports. They introduced Indian customs, including the system of rule by rajas in place of, or side by side with, the old simple Proto-Malay patriarchal or matriarchal tribal organisation. They disseminated Buddhism both of the southern school (Hinayana) and the northern school (Malayana). Animism was, however, the basic cult of the Malays until it was replaced by Islam. The Indians brought a large number of Sanskrit words into the Malay language, introduced Indian alphabets for writing that language, and in time familiarised the Malays with the great Indian epics to which Malay literature and drama of the Shadow Play variety came to owe so much.

Indian economic and cultural dominance lasted here from the early Christian era up to about the 15th century when the arrival of Islam first weakened and then destroyed it. The process of destruction was accelerated by the advent in 1511 of the Portugese who came to control the Malayan trade which up to that time had been largely Indian.

The Kingdom of Malacca.

It is conjectured that it was from the Kingdom of Sri Vijaya that the State of Tumasik (later to be known as Singapore) was founded about the 13th century. The latter, in turn, gave rise to the Malay Kingdom of Malacca. Tumasik, after beating off an attack by the Siamese about 1348, fell to the forces of Majapahit about 1376 and disappeared from history for four hundred years. The dispossessed ruler of Tumasik, Parameswara, fled to Malacca (then a little fishing village) which in the course of the following century grew to be of such great importance. The infant Malay State which he founded there was beset by enemies, chief among whom were the Siamese who claimed allegiance from its rulers. The latter, however, appealed for protection to the Emperor of China who raised the title of the Malay ruler to that of King of Malacca in 1405, freed him from any dependence on the Siamese, and warned that people to refrain from attacking Malacca. Later in the century the Siamese renewed their attacks, but by then the Malays had grown powerful enough to defeat them without outside assistance, and even to conquer the Siamese vassal State of Pahang about 1458.

The new Kingdom of Malacca grew apace in the 15th century. Its port was thronged by traders from many nations and small

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settlements of Javanese, Chinese and others, were established there. By the end of the century it had extended its sway over the Malay Peninsula as far north as Patani and over some of the coastal regions of West Sumatra. During that century, too, began the conversion of the Peninsula Malays to Islam.

The first centre of Islamic missionary effort in the Malay Archipelago was Northern Sumatra. Thither Indian, Persian and Arab Muslim missionaries flocked from the 14th to the 17th centuries. From North Sumatra Islam spread to Malacca which, by the end of the 15th century, had become the centre of the new religion in the Archipelago.

This process of Islamisation was gradual: it started in real earnest in the Peninsula in the 15th century and was not completed till about the 17th century, when Iskandar Muda, Sultan of Acheh, compelled acceptance of Islam at the point of the sword. Its progress appears to have been stimulated by the violent opposition of the Portuguese. Its effect among the Malays was enormous: India lost its pre-eminence among them as a sort of mother-country: Indian ties were loosened and finally broken, Indian culture was no longer sought after: the Arabs and their religion and culture were taken as a pattern: The Indian pantheon was replaced by the Muslim belief in One God. Buddhism and Hindu rites yielded to Islam: Indian temples and religious symbols were destroyed; Indian names of places were in some cases altered; the local rulers who used to be known by the Indian titles of Maharaja or Parameswara were thenceforth called by the Arabic title of Sultan: The Arabic alphabet was adopted in place of Indian scripts; the flow of Sanskrit words into the Malay language ceased and that source was replaced by Arabic. The Malay versions of the Indian epics, the Mahabharata and the Ramayana, were put in the background and replaced by writings with a Muslim bias. Malay versions of Hindu romances were often altered to give them a Muslim colouring. Indian aestheticism gave way to Muslim rigidity; and the convivial habits of the Malays were replaced by the strict teetotalism prescribed by Islam.

The Malay Kingdom of Malacca came to an end in 1511 when, after fierce fighting, the town was captured by a Portugese fleet under Alfonso d'Albuquerque. The Malay ruler, Sultan Mahmud, fled to Johore where, in the course of time, he set up a new kingdom based on Johore, Pahang and the Riau Archipelago which became known as Riau-Johore.

The Portugese held Malacca from 1511 until 1641 when they were dispossessed by the Dutch. They were crusaders rather than traders, and their compulsory conversions to Christianity made them detested by the Muslim Malays. In view of the scanty reinforcements which they received from Europe they encouraged their soldiers to inter-marry with the local women and enlisted the sons born of these unions in their armed forces. Lack of assistance from their home country was mainly responsible for the Portugese defeat by the Dutch in 1641.

The Dutch conquerors of Malacca held their new possessions till 1795. In striking contrast to their predecessors they concerned

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themselves almost entirely with trade. When they were replaced by the British they left behind in the town of Malacca a few interesting specimens of Dutch Colonial architecture which are still in use.

In 1795, during the Napoleonic wars, England took peaceable possession of Malacca, returned it to the Dutch in 1814 in accordance with the Convention of London, and finally regained possession of it by virtue of the Anglo-Dutch Treaty of Holland of 1824 which recognised the Malay Peninsula as being within the British sphere of influence.

The Kingdom of Riau-Johore.

Mention has already been made of the Kingdom of Riau-Johore which was founded by the fugitive Sultan of Malacca and which included Johore, Pahang, Trengganu, the Riau Archipelago and the Karimon Islands, and indeed loosely took in all those parts of Malaya over which the Portugese did not exert effective control, that is to say, almost the whole of Malaya for the Portugese (and their successors the Dutch) could command only the coastal areas between Malacca and Batu Pahat in Johore. These European nations, however, held command of the sea : an all-important factor which debarred their Malay enemies from legitimate trade and drove them all the more readily to piracy.

The Riau-Johore Kingdom, with its capital at Kota Tinggi, Johore, from the very outset had an uneasy existence. Its rulers were weak ; deprived of trade, its funds were low ; it was desolated by internecine conflicts, and it was not long before other enemies, this time non-European, appeared on the scene. Early in the 17th century a great and sinister figure made his appearance in the Archipelago : Iskandar Muda, Sultan of Acheh, in North Sumatra. His piratical hordes swept through Malaya massacring, pillaging and carrying away into captivity many thousands of Malays. Malacca was the only place that he failed to capture, but no other territory as far north as Patani was immune from his depredations. He completed the conversion of the Peninsular Malays to Islam by compelling conversion at the point of the sword.

This invasion further weakened the already weak position of the Riau-Johore Kingdom. The year 1699 was signalized by the murder of the Sultan, known posthumously as Marhum mangkat di-julang, the last and the most degenerate of the direct line of the old Malacca Kings. The extinction of the old royal stock of Malacca in Johore, coupled with the periodical invasions of the Bugis which began to occur about this time, and to which reference is made below, commenced the disintegration of the Riau-Johore Kingdom which the Anglo-Dutch Treaty of 1824, by splitting up the Kingdom into English and Dutch spheres of influence, completed.

The successors of the murdered Sultan lost most of their power, and retired to Riau, leaving their Bendahara behind in Pahang, their Temenggong in Johore, and another high official in Trengganu. These chiefs, nominally the Ministers of the Sultan, eventually became the rulers in their respective States and the present royal families of Pahang, Johore and Trengganu are descended from them.

The Bugis from the Celebes began to swarm into the Malay Peninsula about the beginning of the 18th century. They were a

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bold piratical people and established a great name for themselves as fighters. They were led by warriors with the name of Daing and Suliwatang and they often wore armour consisting of coats of chain-mail. The Bugis overran Johore and Selangor, made themselves felt in Perak, Pahang and Trengganu, and in the course of the century they invaded Kedah on several occasions. When they conquered a territory and settled there their chiefs invariably took wives from the local notables. The ancestors, on the male side, of the present royal families of Johore and Selangor are descended from the offspring of such unions. It is probable that, but for the presence of European nations in the Archipelago, the Bugis would have carved out for themselves quite a considerable kingdom in Malaya.

In 1773, the country now comprising Negri Sembilan inhabited by a people of Minangkabau origin who had extensively intermarried with the local Proto-Malays and who followed a matriarchal system of society, had seceded from the crumbling Riau-Johore Kingdom to form a confederation of little States under a Minangkabau Prince from Sumatra.

Relations between Siam and the Northern Malay States—Foundation of Penang.

Although Siamese agression in the southern part of the Malay Peninsula had been effectively checked by Malacca in the 15th century the destruction of that Kingdom in 1511 by the Portugese (who cultivated Siamese friendship) had the effect of reviving Thai pretensions to the Northern Malay States : Kedah, Kelantan and Trengganu. The Siamese suzerainty over these States was vague, fitfully exercised and often resisted. The practice, however, grew up for these States to send periodically to Siam a ceremonial present of " Golden Flowers " (bunga emas). This offering was claimed by Siam to be a mark of submission but by the Malays to be merely a sign of respect and friendship. The Siamese suzerainty, when exercised, was resented by the Malays and, in the case of Kedah, the issue became acute when Francis Light, in 1786 on behalf of the East India Company, took possession of the Island of Penang which hitherto had formed part of Kedah. Light had been negotiating with the Sultan for the cession of Penang. Chief among the terms demanded by the Sultan were a guarantee of military assistance in the event of attack upon Kedah by land (that is to say, by Siam or Burma) and the annual payment of a sum of $30,000. Although Light accepted these terms and proceeded to take possession of the Island the company repudiated his acceptance and declined to give up possession.

In 1791 the Sultan was defeated in an attempt to retake the Island by force. By a treaty made in 1800 between him and the company the cession of Penang, to which Province Wellesley was now added, was confirmed, and the company agreed to pay the Kedah ruler $10,000 a year while they remained in possession of these places. The treaty was silent as to military assistance. Throughout the negotiations for the cession of Penang the Kedah ruler had omitted to consult Siam. The Siamese were furious at this ignoring of their suzerainty but they bided their time.

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In 1821 came their opportunity for vengeance. A Siamese force under the Raja of Ligor invaded and conquered Kedah. No quarter was given to the inhabitants and many thousands were massacred, Kedah loosing thereby, it was claimed, more than half its population. The Sultan was driven into exile and the Siamese assumed direct control of the country, a state of affairs which continued until 1842 when the Siamese officials were recalled and the ex-Sultan was re-instated though Perlis, which hitherto formed part of Kedah, was placed under a separate Raja. Kedah, however, together with Kelantan and Trengganu, remained under the suzerainty of Siam until 1909 when the Siamese, by the Treaty of Bangkok, transferred all their rights over these States and over Perlis to Great Britain.

Penang, the cession of which to the East India Company had been the source of such trouble for Kedah had, in many respects, a promising start. Acquired primarily as a naval base, it had an assured food supply from the agricultural region of Province Wellesley; it was a free-trade port; it allowed the occupation by settlers of such land as they could clear with a promise of title; its status was raised in 1805 to that of a Presidency like Bengal, Madras and Bombay, and it was subject only to the control of the Governor-General of India. All these factors attracted to the Island a large and varied population and the stage seemed set for the development of Penang into a really important city. But Francis Light's inexperience in administration, resulting in the alienation of lands without prescribing rent or conditions of cultivation, and the omission to reserve land for public purposes, his policy of self-aggrandisement and nepotism, his dependence upon opium, arrack and gambling farms for revenue, and his dependence upon India for decisions greatly impeded the progress of Penang. The Indian habit of permitting officials to engage in local trade was another factor which militated against Penang's progress. But above all Penang as an important city was doomed by its interiority as a sea port to Singapore which, through the foresight of Thomas Stamford Raffles, was founded as the great natural trade entrepot in the Malay Archipelago.

Singapore.

Thomas Stamford Raffles, a young official in the employment of the East India Company at Penang, was the founder of Singapore. In 1808 he attracted the notice of Lord Minto, Governor-General of India, by his eloquent plea against the proposed abandonment of the ancient town of Malacca—a proposal put forward by the Directors of the East India Company on the ground that Malacca would soon have to be returned to their Dutch rivals.

Later, Lord Hastings, successor to Lord Minto, authorised Raffles to seek a trading-station south of Malacca on the route of English ships to the Far East, on a site not already occupied by the Dutch, the great rivals of the East India Company in their unceasing quest for profitable trade centres. Raffles decided upon the Island of Singapore, at that time included in the territories still nominally held by the rulers of the Kingdom of Riau-Johore. A difficulty in

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negotiating arrangements with the ruler was that the then nominal Sultan of that Kingdom, Abdurrahman, an appointee of the Dutch and the Bugis, was not the eldest but the second son of the preceding ruler. The eldest son Husain had been ignored. Raffles solved the difficulty by entering into negotiations with Husain, and with the Temenggong of Johore, nominally the minister in Johore of the Riau-Johore Kingdom, but virtually the ruler of all Johore except the Muar district; and in 1819, the Temenggong and Husain, now recognised by Raffles as Sultan, signed an agreement allowing the British to choose land for factories in return for annual allowances of $5,000 to the Sultan and $3,000 to the Temenggong. In 1824 a final agreement was concluded ceding Singapore in perpetuity to the British.

Raffles' policy of free trade for Singapore, his encouragement of settlers, and above all the natural advantage of Singapore as a port serving the whole of the Archipelago, led to the phenomenal development of the new town.

People of many races, above all the Chinese, thronged to Singapore as, in a lesser degree, they were thronging to Penang. The descendants of these Chinese were to become the pioneers of the Chinese immigration into the Malay States which began on a large scale in the latter half of the 19th century.

Raffles was a scholar of Malay with an intensely sympathetic interest in the local peoples of all races especially the Malays. He worked upon a scheme for a complete federation embracing the States of the Peninsula and of the Archipelago including Mindanao in the Phillipines. He protested against the reintroduction of the slave trade and against slavery. He planned a Malay College for Singapore.

Establishment of British Protection in the Malay States.

Raffles strongly favoured British expansion not only in Malaya but elsewhere in the Archipelago. With his disappearance from the scene the ideal of a forward policy in this part of the world became dormant until it was awakened, in the last quarter of the century, by the rivalries of the great European powers and by the demands of British and Chinese capital seeking fresh fields for expansion coupled with the discovery of the rich mining resources of the Malay hinterland. The *laissez faire* policy of the successive British Governments and the unenterprising attitude of the East India Company (which governed the Straits till 1858), particularly sensitive to any venture savouring of expense, left the Malay States almost completely untouched although some of these States had asked for British protection.

In the seventies of the century, however, the British Government came to realize that a more progressive and realistic policy was necessary in its dealings with the Malay States. The administration of affairs in the Straits was now under the control of the Colonial Office to which it had been transferred from the India Office in 1867, and the new system enabled London to pay more attention to the Malay Peninsula.

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The reasons which prompted the British Government to play a more positive part in the affairs of the native States were as follows :

FIRST.—This was the period of annexation of many of the backward territories in the world by the great European nations. If Britain did not take immediate action to dominate the Malay territories there was a grave danger that another European power would step in and do so. In this connection the granting by the Rajas of huge concessions of land wholesale to Europeans and others, a practice that became prevalent at this period, constituted a grave danger to the British position in the Malay Peninsula as there was always a possibility that these concessions would fall into the hands of the subjects of another European nation which would thus be provided with a pretext for interference in the Malay States. This danger was very real (and came chiefly from France, Germany and Russia).

SECONDLY.—There was the danger from Siam. In 1873, the year before the signing of the Pangkor Treaty, she had almost succeeded in inducing Perak to come over to her as a tributary State ; she already had vague rights over the States of Kedah, Kelantan and Trengganu. But it was not so much Siam that was feared : the fact was that the very existence of Siam herself as an independent nation was imperilled by France. If Siam fell into the hands of the French then her Malay subject territories would automatically go to France too, and the stage would have been set for an Anglo-French war.

The THIRD reason which determined British intervention was that the position of the Western Malay States had deteriorated ; disputed succession to a Sultanate and quarrels (in which the Chinese took a prominent part) as to the ownership of lands rich in tin led to civil wars and to widespread disorders.

The FOURTH reason was the impulse of British capital (either European or owned by Malayan Chinese) attracted by the mineral wealth of the interior as demonstrated by the rich tin fields in Larut and elsewhere.

So in 1873, Sir Andrew Clarke, the new Governor of the Straits, came out armed with authority from the home Government for more active intervention in Malaya. The first result of the new policy was the treaty of Pangkor with Perak in 1874. In the same and the following decade of the century there followed agreements with Selangor, with Sungei Ujong and the other little States of Negri Sembilan, and with Pahang. In 1909, after long negotiations with Siam, that country transferred to Great Britain her rights in the Northern States, and in the same year agreements were concluded with Kedah, Kelantan and Perlis, and in 1919 with Trengganu. Relations with Johore were regulated by a treaty made in 1914.

These treaties, either in their original form ; or in the form in which some of them were later modified, were in their main features substantially similar. The provisions common to all these agreements were as follows :

(1) The Malay States agreed to accept British protection and to have no dealings with foreign powers except through Great Britain.

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(2) Great Britain guaranteed the States protection against attack by foreign powers.

(3) The agreement provided for the appointment to the State of a British Officer whose advice must be taken and followed except in matters concerning the Malay religion and Malay custom.

Some of the treaties contained no express mention of custom, but the undertaking not to interfere with custom was accepted as being implicit in all the agreements with the Malays, whether it was set forth in the actual words of the treaty or not.

Although the title of the British Officer appointed in pursuance of the treaties varied—in Perak, Selangor, Negri Sembilan and Pahang he was called Resident, in the other States, Adviser—it was never intended that there should be any difference in their functions: they were all meant to be advisers. But from the very start in Perak, Selangor, Negri Sembilan and Pahang the Residents not only advised on policy, they were placed in such a position that they had to see that any policy decided upon was put into operation; they became in fact not alone advisers but the chief executive officers of the State. In the other States, on the other hand, the Advisers had almost always confined themselves to the giving of advice: the translation of that advice into action in internal affairs was a matter for the Malay administration.

The early Residents were faced with great difficulties: the Colony Government was not generous, and money had to be found to finance the new regime and put it on its feet, to compensate the Sultan and Chiefs for the withdrawal of their customary privileges of taxation, to construct roads, buildings and other public works and the like. It was decided to raise part of the revenue required by imposing rents on land as land. The Malays were accustomed to taxation only on the produce of land and this innovation (which was ultimately welcomed by the Malays) often caused considerable unrest at first. Then the chiefs regarded as completely inadequate the allowances which they were given in lieu of their former perquisites. In some instances the valid claims of chiefs, owing to the absence of accurate information at the Resident's disposal, were rejected. The Resident was given insufficient funds to set the administration at once on a sound basis, and yet he was expected, almost immediately the treaty was signed, to produce sensational results. Consequently, in some matters in which it would have been wise to have proceeded with caution, the Resident was compelled to act somewhat precipitately. One of the most delicate questions was the problem of slavery. The method ultimately evolved was to prohibit the creation of new slaves, and to provide that existing slaves could purchase their redemption for a small fixed sum. Another source of trouble was the direct use in some States, without reference to the Ruler or to the territorial Chiefs, of the Malay Forced Labour law (Kerah) for the carrying out of public works.

Apart from the personal factors involved, it was the cumulative effect of all these matters: the introduction of land-taxation in a form not understood by the Malays, the abolition of slavery, and the

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withdrawal of the revenue-collecting powers of the Rajas and Chiefs, that led to the Perak rising of 1874 and the Pahang rising of 1891-1892.

In time, however, the ability, patience and conciliatory attitude of the Residents led to a satisfactory adjustment of these difficulties. Chief among these early Residents were Sir Hugh Low, British Resident of Perak from 1875 to 1888 and Sir Frank Swettenham. Low's official diaries make interesting reading and show how Perak, from small beginnings, was built up stage by stage to the important State that it eventually became. Low was one of the outstanding men of the century in Malaya, a fitting second in his own sphere to Raffles. Not alone did he leave Perak prosperous and well governed but Sultan Idris and he were largely responsible for the atmosphere of good-will which existed between the Malays and other communities.

In 1895, Perak, Selangor, Negri Sembilan and Pahang were constituted into a Federation at the head of which was placed a Resident-General to whom the Residents were subordinated. This inaugurated the system of centralized Government in the Federated Malay States which lasted in varying forms till 1932. The Resident-General was the chief executive officer of the Federation. In 1909 was created a Federal Council on which the Rulers of the four States had seats. The Council took over practically all the legislative functions of the State Councils. The title of Resident-General was replaced by that of Chief Secretary with somewhat diminished powers, and the authority of the Residents was partially restored. In 1927 the Malay Rulers withdrew from the Federal Council and were replaced by four Unofficial Malay Members.

In 1932 came devolution or decentralisation whereby legislative powers were to some extent restored to the States, the authority of the Rulers and the Residents reinforced, and the post of Chief Secretary replaced by that of Federal Secretary with greatly diminished powers.

The cultivation of huge areas of land with para rubber, a product first planted in Malaya towards the end of the 19th Century, together with the development of new rich tin-producing areas and improved methods for tin-extraction in existing areas—enterprises in which Chinese and Indian labour under European and Chinese capital, and Malay small agriculturists played such a great part—opened up an era of phenomenal prosperity for Malaya in the current century. This prosperity was reflected in the opening up of communications on a large scale, in the growth of towns, the construction of public buildings, the development of irrigation areas for rice cultivation, the expansion of social services and in progress in many other respects. This progress was brought to an abrupt halt by the enemy occupation of the country during the late war.

Their Highnesses the Rulers of the Malay States.

The present Rulers of the Malay States are :

(1) The Sultan of Johore .. H.H. Ibrahim ibni Almarhum Sultan Abu Bakar, D.K., S.P.M.J., G.C.M.G., K.B.E. (Mil.), G.B.E., G.C.O.C. (I).

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A Mobile Public Relations Film Unit shows the Public Relations Film "Federation of Malaya" to a village audience in Klang.

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Interior view of Information Centre, Kuantan.

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(2) The Sultan of Pahang	..	H.H. Abu Bakar Ri'ayatud-din Al-Muadzam Shah ibni Almarhum Almtasim Billah Abdullah, K.C.M.G.
(3) The Yang di-Pertuan Besar of Negri Sembilan	..	H.H. Tuanku Abdul Rahman ibni Almarhum Tuanku Muhammad, K.C.M.G.
(4) The Sultan of Selangor	..	H.H. Hisamuddin Alam Shah ibni Almarhum Sultan Alaidin Sulaiman Shah, K.C.M.G.
(5) The Sultan of Perak ..	..	H.H. Paduka Sri Sultan Yussuf 'Izzuddin Shah ibni Almarhum Sultan Abdul Jalil Radziallah Hu-'an-hu, O.B.E.
(6) The Sultan of Kedah..	..	H.H. Tunku Badlishah ibni Almarhum Sultan Abdul Hamid Halimshah, K.B.E., C.M.G.
(7) The Raja of Perlis ..	..	H.H. Syed Putra ibni Almarhum Syed Hassan Al'Jamalullil.
(8) The Sultan of Kelantan	..	H.H. Tengku Ibrahim ibni Almarhum Sultan Mohamed IV, D.K., S.P.M.K., S.J.M.K., C.M.G.
(9) The Sultan of Trengganu	..	H.H. Sultan Ismail ibni Almarhum Sultan Zainal Abidin.

CHAPTER III.

THE ADMINISTRATIVE ORGANISATION OF GOVERNMENT INCLUDING THE SYSTEM OF LOCAL GOVERNMENT.

The administration of the Malayan Union continued throughout 1947 to be conducted under the transitional arrangements set up under the Malayan Union Order in Council 1946. The central executive power was vested in the Governor, who administered the territory and legislated in consultation with an Advisory Council, the members of which were nominated by himself.

To enable all interested communities to have free and full opportunity of expressing their views on the Constitutional proposals a Consultative Committee was appointed, composed mainly of influential members of the communities other than the Malays. After receiving oral and written representations throughout the country the Consultative Committee published its report on 31st March, 1947. After further discussion with Their Highnesses the Rulers and the representatives of U.M.N.O., the scheme which emerged, and which followed in the main that proposed in December, 1946, although differing on several important points of detail, was

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finally accepted by His Majesty's Government in July, 1947, when its main features were summarised in a White Paper (Cmd. 7171). The signature of agreements between His Majesty and each Malay Ruler, and of a Federation agreement to embrace the arrangements as a whole, followed on 21st January, 1948, and the new Constitution came into force on 1st February, 1948.

During 1947 Kuala Lumpur continued to be the seat of the central administration and the Headquarters of the great majority of the central and pan-Malayan departments. The military headquarters for the peninsula were also situated there.

In each State and Settlement the chief representative of the administration was the Resident Commissioner to whom District Officers (in some States Deputy Resident Commissioners) were responsible. In each State and Settlement there were officers of the various departments of the Government who had a direct responsibility to the heads of their own departments but who worked closely with the Resident Commissioners and officer-in-charge of the districts and provided them with technical advice on all matters touching their departmental interests. The majority of the administrative and departmental officers in the districts were Asian who had achieved their professional or technical knowledge at educational institutions in the Malayan Union or Singapore.

Municipalities existed in both Georgetown, Penang and the Town and Fort of Malacca, and were administered by a President (who is a senior officer of the Malayan Civil Service) and Municipal Commissioners nominated partly by the Resident Commissioner of the Settlement and partly by representative associations, and appointed by the Governor. The Municipal Commissioners imposed rates and administered such matters as town planning, street lighting, town cleansing and conservancy, fire services, the licensing of theatres, lodging houses and certain trades. Preparations for the establishment of a Municipality in Kuala Lumpur early in 1948, were set in train.

Local matters in other town areas were controlled by Town Boards under the chairmanship of an Administrative Officer. These boards were composed partly of the local heads of such departments as Health, Public Works, Police and Electricity, and partly of unofficial members appointed by the Resident Commissioner of the State to represent the main races and major interests in the Town Board area. The Boards performed duties similar to those of the Municipalities, but remained departments of the State Governments.

There were in addition Licensing Boards in respect of the sale of intoxicating liquor and Drainage Boards in the coastal areas, composed of official and unofficial members on lines similar to the constitution of the Town Boards. The newest development was the experimental establishment of Mukim (i.e., Parish) Councils under the chairmanship of the Penghulu or headman of the Mukim. These Councils were intended to act as advisory bodies to the Penghulu and the District Officer.

The Muslim religion and the matters concerning Malay Custom continued in the Malay States to be matters exclusively for Their Highnesses' control.

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CHAPTER IV.

WEIGHTS AND MEASURES.

The standard measures recognised by the laws of the Malayan Union are as follows :

(*a*) Standard of Length, the Imperial yard.
(*b*) Standard of Weight, the Imperial pound.
(*c*) Standard of Capacity, the Imperial gallon.

Among the Asiatic commercial and trading classes, Chinese steel-yards (called " liteng " and " daching ") of various sizes are generally employed for weighing purposes.

The undermentioned are the principal local measures of weight and capacity used, with their relation to English standards :

The chupak ..	=	1 quart
The gantang ..	=	1 gallon
The tahil	=	$1\frac{1}{3}$ ozs.
The kati (16 tahils)	=	$1\frac{1}{3}$ lbs.
The picul (100 katis)	=	$133\frac{1}{3}$ lbs.
The koyan (40 picul)	=	$5,333\frac{1}{3}$ lbs.

The more common local measures of length in use are :

2 jenkals	=	1 hasta
2 hastas	=	1 ela
2 elas	=	1 depa (1 fathom or 6')
4 square depas ..	=	1 square jemba (144 sq')
400 square jembas ..	=	1 square orlong ($1\frac{1}{3}$ acres)

Other weights in common use are :

10 huns	=	1 chi
10 chi	=	1 tahil ($1\frac{1}{3}$ ozs.)
1 bahara (3 piculs) ..	=	400 lbs.
1 kuncha	=	160 gantangs
1 nalih	=	16 gantangs
1 gantang padi ..	=	5 lbs. approximately
1 gantang rice (milled)	=	8 lbs. approximately
1 relong	=	.71 acres
1,000 square depas ..	=	1 acre

CHAPTER V.

NEWSPAPERS AND PERIODICALS.

The following is a list of newspapers and periodicals published in the Malayan Union :

English.

Malay Mail.	Penang Gazette.
Malayan Daily News.	Straits Echo.
Malaya Tribune.	

Chinese.

China Press.	Sin Seng Pau.
Min Sheng Pau.	Sing Pin.
Kin Kwok.	Kwong Wah.
Modern Daily News.	

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Tamil.

Jananayakam.	Dhesa Nesan.
Tamil Nesan.	Sevika.
Muyarchi.	

Malay.

Majlis.	Warta Negara.

Punjabi.

Pardesi Khalsa Sewak.

PERIODICALS.

English.

Sunday Mail (English Weekly).	Sunday News (English Weekly).
Sunday Tribune (English Weekly).	Sunday Gazette (English Weekly).

Chinese.

Combatant's Friend (Weekly).	Oversea Chinese Weekly.

Malay.

Chermin Melaya (Fortnightly).	Ibu Melayu (Monthly Magazine).
Putri Melayu (Monthly).	Seberkas Monthly Magazine.

Tamil.

Malaya Varthamani (Fortnightly).

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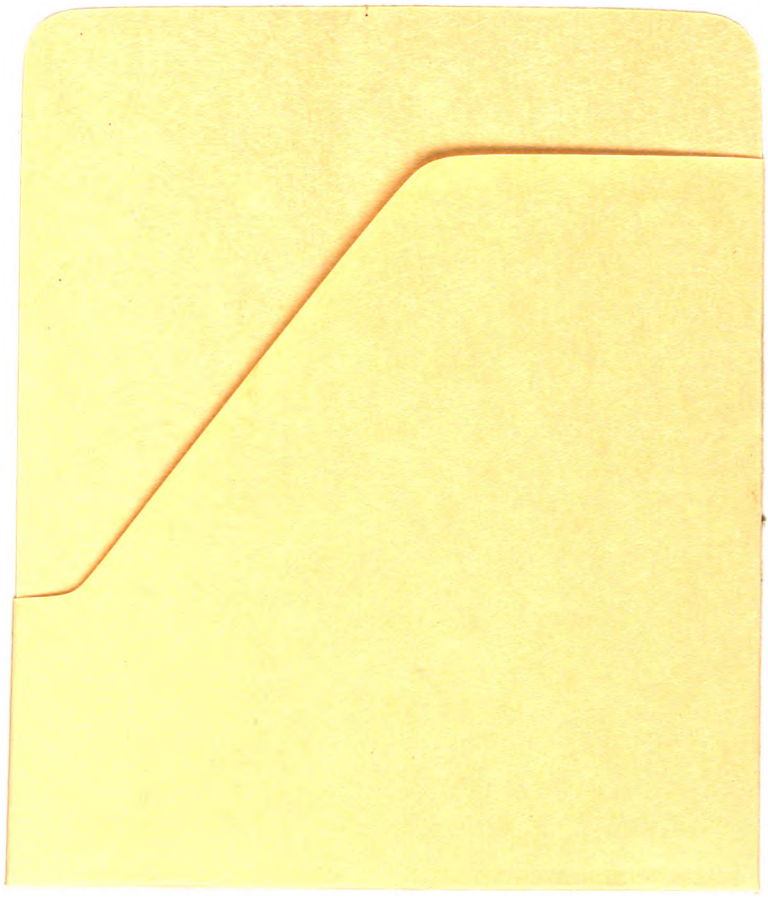

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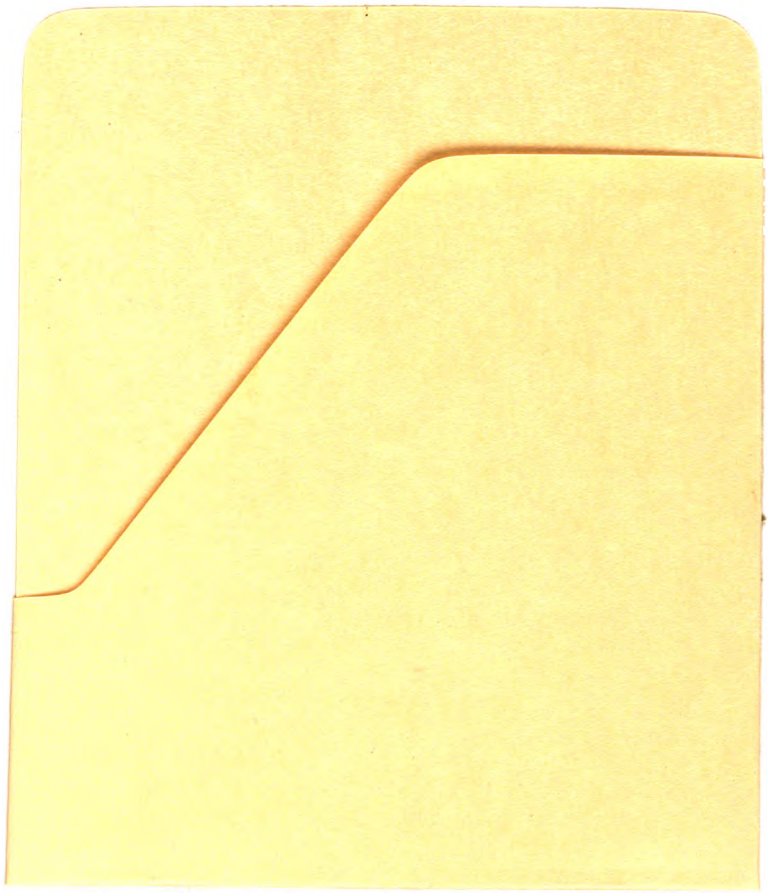

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